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THE LEAGUE'S BUSINESS

Council Meeting in Chicago, May 14-15.—The Council of the National Municipal League met at the Union League Club of Chicago on May 14 and 15. The following were present: Murray Seasongood, *president;* Henry Bentley, H. S. Buttenheim, A. R. Hatton, J. Catron Jones, Morris B. Lambie, W. P. Lovett, Charles E. Merriam, Thomas H. Reed, A. Leo. Weil, Russell Forbes, *secretary,* and Howard P. Jones, *public relations secretary.* Present also by invitation were: John A. Fairlie, Edward M. Martin, H. Morris, Cambridge, England, and Clarence E. Ridley.

At its first session the Council considered reports on the work of the League in public relations, sales of publications, membership solicitation, county government, committee activities, and civic education.

The Council adopted a budget for the remainder of the fiscal year, May 1 to December 31. As a means for reducing the expenditures for personal services, the Council instructed the secretary to withhold 10 per cent of the salaries of the officers and the staff from May 15 to December 31. The amount so withheld is to be placed in a suspense fund and is to be payable on December 31 if the year is ended without a deficit.

The Council considered the tentative program for the League's annual meeting to be held in Washington on September 19, 20 and 21. The program was approved and the secretary was instructed to proceed with inviting the suggested speakers. It was decided to accept the invitation of the American Political Science Association to hold a joint meeting in Chicago in June, 1933, in connection with the World's Fair.

The president was authorized to appoint a committee to nominate officers for 1933. The nominating committee is to be asked to prepare and to recommend for adoption a revised edition of the constitution. The president was also authorized to appoint a finance committee to assist in securing contributions to the work of the National Municipal League. Pursuant to the agreement on which the merger with the Proportional Representation League was carried out, the president was authorized to appoint a standing committee on proportional representation with C. G. Hoag as chairman and George H. Hallett, Jr., as secretary.

At its final session the council considered ways and means for expanding the effectiveness and influence of the League. To this end it was decided that the League should next fall actively undertake the organization of citizens' groups in various localities where there is now pronounced interest in better local government. Henry Bentley, chairman of our committee on citizen organization for municipal activity, was requested to complete the report of his committee for distribution next fall. In order to formulate a suggested program for curtailment of government costs, a special committee was appointed to prepare a report for publication and use in connection with this proposed campaign. This committee is composed of Thomas H. Reed, chairman, A. R. Hatton, Henry Bentley, Charles E. Merriam and J. W. Esterline.

President Seasongood, while in Chicago for this meeting, carried on a very strenuous speaking schedule. He addressed the Chicago Woman's Club on Friday, May 13, on "The New Day in Cincinnati"; the Women's Republican Club in Evanston, on the evening of May 13; and on Sunday evening, May 15, a large meeting at the Y. M. C. A. Hotel in Chicago. On Saturday, May 14, prior to the meeting of our council, he attended the meeting of the board of trustees of the Julius Rosenwald Fund.

RUSSELL FORBES, *Secretary.*

Editorial Comment
June

NATIONAL MUNICIPAL REVIEW

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Sedley H. Phinney, secretary of the New Jersey State League of Municipalities and president of the American Municipal Association, died in a hospital in Trenton, New Jersey, Monday, May 9, after a short illness. Mr. Phinney was to have sailed four days later as head of the American delegation of secretaries of state leagues of municipalities attending the International Congress of Cities in London. Mr. Phinney had developed the New Jersey League from almost nothing into a powerful organization of municipalities with a dominant influence in the municipal affairs of his state. His untimely death at the age of 42 represents a distinct loss to the cause of improved government and a personal sorrow to his many friends in the National Municipal League.

The decision of County Judge Jarecki holding the 1928-29 tax assessors' roll of Cook County invalid was reversed by the Illinois Supreme Court on April 20. Another case attacking the legality of the 1930 taxes was disposed by implication. Mayor Cermak has hailed the decision as restoring faith in Chicago securities and as placing the city in a position hereafter to pay its obligations on time.

Population Estimates for the New York Region

How much should business rely on the population estimates of the Regional Plan of New York and Its Environs and the Tri-State Regional Planning Commission of Philadelphia? Not too much, replies the New Jersey *Journal of Industry and Finance*. According to present indications, it asserts, the population of the New York region will stabilize at a level substantially below 21,000,000, the population predicted by the Regional Plan by 1965. The author does not believe that New York is becoming a deserted village or that the Regional Plan ought to be discarded. He does believe, however, that the era of high pressure development is nearly over, and that real estate ought not to be sold with the implied promise that there will be 21,000,000 New Yorkers by 1965.

* * *

Austin in Sound Financial Shape

The following paragraphs from City Manager Johnson's report to the council of Austin, Texas, must indeed have been welcome news to the taxpayers:

It is with a feeling of genuine pride and pleasure that—notwithstanding the depression that has plunged so many municipalities, as well as our state and national governments, into financial chaos—the city of Austin's govern-

ment under your guidance is in splendid condition with the best financial record in its history.

Ninety-three per cent of the next tax rolls were collected without filing any tax suits, and every fund of the city closed the year with a cash balance on hand.

It is also very gratifying to note that our financial status was attained in the face of a vigorous expedition of your development program of streets, parks, playgrounds, extensions of storm and sanitary sewers, water and electric service, which, while furnishing employment for many men who otherwise would have been idle, represented a large expenditure of money.

* * *

Obstacles to Effective City Planning

We are indebted to the report of the committee on city planning of the American Society of Municipal Engineers for a clear statement of some of the factors which are retarding the effective utilization of the knowledge we possess of city planning. The report believes that planning efforts in this country have not been a spectacular success but the individual statements of the members of the committee indicate a divergence of viewpoint as to methods of improvement.

The need most commonly expressed is for a definite program of financial planning to accompany the physical plan. Financial planning means estimating not only costs of improvements but the economic capacity of the community to pay for such improvements. If every plan were compelled to indicate the means of financing, states Mr. De Boer, many would not reach the publication stage. J. L. Crane considers a revision of our system of land speculation to be necessary. There must be greater public control or extension of public ownership or new taxing methods or coöperative land development or better condemnation powers before the schemes of the planners can be made economically effective. Robert Whitten writes to the same point when he says it is obvious that private ownership of public land, with the resulting speculations in land values and over-intensive use of land, renders it difficult to carry out a well considered program.

We believe that the two points above go to the heart of the problem. City planning reports are often excessively optimistic. Even when long-term improvement budgets have been submitted they have sometimes turned out to be visionary. In this respect the planning profession must deal honestly with its public. A frank facing of the costs involved in relation to the community's ability to pay will not only deter grandiose schemes but will ultimately increase the public's confidence in the plan.

A fuller realization of the costs of planning will direct attention naturally to the points raised by Mr. Crane and Mr. Whitten. If proper community building is found to be impossible under present systems of land utilization and land speculation, the public will undoubtedly begin to consider reforms in this field. If planning is a good thing and if present methods of land holding render it impossible to secure the advantages of planning, we may expect greater social control over the use of land.

It seems to be true that the economic advantages of planning have not always been correctly set forth in relation to community costs and wealth. It has sometimes been assumed too readily that extensive planning pays for itself automatically. It is true that the preparation of a plan makes a city conscious of its needs and willing to spend money for self-improvement. It is also true that ultimate results spell public economy in the long run, but this does not relieve planners of the responsibility of adjusting their recommendations to the limits of present capacity to pay for the projected improvements.

HEADLINES

County government in Iowa must be "radically changed, perhaps eliminated altogether" in the effort to cut governmental costs, according to W. S. Gilman, chairman of the state legislative interim committee on reduction of governmental expenditures. Political leaders at last are waking to the possibilities that lie in cutting costs of administration rather than lopping off needed services.

* * *

The Iowa committee among other things has recommended the abolition of the office of county coroner. Aiming at enforcement of the personal property tax laws, the committee would require proof of payment of personal taxes before an individual may obtain an automobile license.

* * *

It is unlawful for a candidate for public office to promise to draw only a part of his salary, according to a ruling by Attorney General Foot of Montana. This hits at one of our most cherished American traditions. If we start restricting politicians' promises, then indeed will democracy face dissolution. For what else has a candidate? Alibis, of course, if elected.

* * *

Widely varying prices are being paid for identical materials by New York State municipalities, according to a report issued by the New York State Conference of Mayors and Other Municipal Officials. The most obvious solution—that of centralized purchasing by the state for municipalities—is, of course, politically unthinkable.

* * *

Voluntary abandonment of township government by a Minnesota township recently is the first recorded case in the Gopher state of the return of territory to an unorganized status. Under a 1931 statute providing for optional dissolution of township government, control of the township will be assumed by the county board.

* * *

A bill to provide state supervision over all bond issues of local governments, patterned somewhat after the North Carolina plan, was killed by the South Carolina house of representatives. If only North Carolina hadn't thought of it first!

* * *

A bill providing for a state budget system, with the chairman of the state tax commission as budget director, has been passed by the Mississippi house of representatives. A sales tax measure has also been approved.

While the newspapers report that the city of Milwaukee is in good financial shape, the county of Milwaukee will have to have $5,000,000 before it can balance its budget. The secret is that the county has been assuming responsibility for the bulk of unemployment relief within as well as outside the city.

* * *

A fifty per cent pay cut for municipal employees during May and June has been approved by the Detroit common council. This step was necessary before New York bankers would approve a $3,600,000 loan. Another example of local self-government!

* * *

The Seabury-Walker bout was one of those tortoise-hare affairs in which the race is not always to the swift. While Jimmy's wisecracks threw sympathetic Tammanyites into fits of mirth, the fact remained that his witticisms explained nothing. Hizzoner had a new experience at the hearing—he heard hisses mingled with the applause.

* * *

There are 45,951 local elective officials in the state of Wisconsin, according to the Wisconsin League of Municipalities. Too bad they can't get together and appoint representatives to carry on the public work. But Madison Square Garden would be too small.

* * *

The new San Francisco charter will have saved the taxpayers more than $2,000,000 by the end of the fiscal year, according to an estimate by William H. Nanry, director of the San Francisco Bureau of Governmental Research. The charter is modeled after the manager plan.

* * *

Milwaukee Socialists control the city hall for the first time since Mayor Hoan took office in 1914. A municipal bank, retail distribution of coke, city milk delivery and a six-hour day for employees are among projects proposed. Milwaukee is conservatively German for the most part. Now that socialism is really in the offing, the question is—will they stand for it?

HOWARD P. JONES.

What to Expect of Political Reform

"THE country is accepting the structure of the manager plan and is casting away the philosophy that comes wrapped in every package"

BY RICHARD S. CHILDS *Chairman, N. M. L. Council*

TWENTY-ONE years ago I got hold of the tail of an idea in political science. I was not a political scientist; only a young advertising man. Whether my idea was right or not, I did not know, but I spent a long and happy winter writing and rewriting a little essay, which I finally brought out in a pocket-sized pamphlet, entitled "The Short Ballot." I circulated it timorously among people who knew about such things and was rewarded with prompt encouragement. My idea, I found, was not absolutely new but by giving much greater weight to it than had been done by previous writers, I was successful in making it the central feature of a new philosophy of political reform.

Finding that other people could be made to see it as I did, I was promptly off on a crusade that has kept me going ever since. It has run so long that now I am a sort of emeritus in the game, and in spite of the fact that I am still only in my forties, I find that there are younger men who now look to me as a sage and a veteran. In fact, through a college girl who tells me with enthusiasm how she went searching clear back to my "earliest writings" in the course of preparing a college thesis, I discover that I have even been the subject of a kind of antiquarian research.

I have had a grand good time in the course of these twenty-one years, for the acceptance of my shining new idea was not only prompt but took the form of immediate application in government on a considerable scale. The trimming off of ballots by making minor elective offices appointive, has not gone very fast as applied to state governments, although several states have altered their constitutions to bring them into closer accord with the short ballot idea. The application of the idea to municipal government, however, in the form of the city manager plan, has gone far. It was adopted in the first city, Sumter, South Carolina, in 1912, within eighteen months after I first broadcast the proposal, and it has been spreading steadily, until now the number of cities that have adopted it is about four hundred and forty. One city in every five now has the plan and presently we shall be able to say that it has reached one city in every three. It would seem that nothing more than further time is needed to witness a complete adoption of the idea in American states and cities, with or without the steady ministrations and propagandizing of the National Municipal League to which the banner has been confided. I am not saying that I did it all with my little hatchet, but neither will I deny the satisfaction that I get out of having seen my brain-child get up and walk away so promptly and vigorously!

Now, however, I encounter the fate which, I imagine, awaits all prophets!

I am discovering that my project has been adopted far and wide by people who have been untouched by my philosophy, people who have convinced themselves of the excellence of the project for the wrong reasons, reasons which, in fact, I feel that I could easily disprove! Hardly any of the city managers grasp the basic merits of the plan. When a chamber of commerce in preparing for a local charter campaign looks over the literature it never puts into its own publication those paragraphs which constitute my particular philosophic contribution. To be sure they go earnestly on and secure the adoption of the city manager plan in their city, so why need I worry. Nevertheless, I do! The movement is on the wrong rails! The movement does not understand itself!

Perhaps I am only having the unnecessary misgivings of a hen with ducklings but here is the situation as I see it now!

MISTAKEN EMPHASIS ON STRUCTURE

The virtue of the city manager plan of municipal government does not lie primarily in the internal structure of the government. To be sure the internal structure is correct, strong, flexible and, in its unity of control, markedly superior to the mayor and council plan which is more or less two-headed. The idea of having an appointed chief executive, a city manager, chosen on the basis of experience in similar positions in smaller cities and brought in as an expert, just like a school superintendent, is of course likewise sound and it has been a happy experience for me to find that cities are ready to take city managers from other cities and swallow the whole principle of promotion of such officers from town to town.

Those advantages of the internal structure of municipal government under the city manager plan, occupy the entire attention of the usual proponents of the plan. The typical argument runs like this—"After we adopt this new charter, we'll have an expert city manager in the city hall and the city hall will become a business office and the taxes will be reduced." And, sure enough, after the new charter is adopted, just that thing does happen and the city embarks upon what usually proves to be an astonishingly satisfactory experience.

Now all the time that this has been going on, I have been standing on the side-lines, interpreting the movement in completely different terms! My original concern was, and it still is, with that area of the government which lies between the rank and file of the voters on the one hand and the council on the other. The virtue of the city manager plan, as I see it, lies in the superior arrangements whereby the people deal with the elected representatives whom they send to the city hall as members of the council with authority to hire a manager and run the town. In the ordinary governmental set-up, the people, more or less blindly, endorse a ready-made ticket prepared for them by a political machine and the political machine acts continuously as intermediary between the people and the government. The machine controls the government, dictates every political action and constitutes the real seat of power. It was to break up that system that the city manager plan was concocted and the diminished importance of political machines in cities where the plan is in effect is, to me, the chief result of the movement.

MAKING NONPARTISANSHIP EFFECTIVE

The simplest way for me to explain why it works out that way is to say that it provides nonpartisan ballots under conditions that make the nonpartisan ballot really practicable. The ballots are short—only a few offices to be filled at any one time. The elected

officers—members of the council—are all of one class and of equal importance; one does not overshadow and obscure the rest. The inattentive business man, the housewife who 'knows nothing about politics,' the shopgirl, the factory hand, can all readily develop their own individual opinions of the candidates in the simple situation thus presented and do not grope for the guiding hand of the politician as they mark their ballots. Very few voters can be "delivered" under such circumstances; the "city hall vote" musters its ten or fifteen per cent of job-holders and regulars but the rest of the electorate picks its own tickets, unaided by roosters or stars on the ballot.

For example, Professor Hatton in Cleveland ran for council. He had only to fill out some simple petition papers to get his name on the official ballot. He asked permission of no politicians of either party. He did not even visit political headquarters or ask for endorsement by the party chieftains in his district. He spoke, wherever invited, in neighborhood meetings and made known his views and preparedness for the position as best he could. He spent altogether less than fifty dollars and was elected by the second biggest vote in the city. And two years later he was reelected under similar circumstances.

Now that could not have happened in Cleveland under the previous form of government! He would have had to run for either mayor or councilman. It would have been futile for him or any other such independent to run for mayor—a city-wide office requiring extensive, far-ramifying organization and large expenditures to reach that great constituency in an impressive way. Neither could he have hopefully attempted to get elected as councilman since that was a minor obscured office to which the people and newspapers gave scanty attention, with the result that the delivered vote (of inattentive people like you or me who vote the party ticket blindly for all offices as to which we have no opinion of our own) would have swamped the few voters he could have successfully buttonholed.

But the new set-up provided Professor Hatton with ideal conditions for dealing directly with the electorate—a small constituency, an important office, an absence of distraction in the shape of larger issues, a short ballot! The politicians of that district must be wondering yet at the feebleness of the hold they found they had on the voters!

CLEVELAND MISSED THE POINT

Cleveland discarded the city manager plan this last November. The significance of the action is easily exaggerated, for the facts are that Cleveland adopted the plan ten years ago by a narrow marjority in a light vote and has by narrow votes sustained the plan against three efforts to oust it. Thus its position has always been precarious —a wavering of five per cent of the total vote of Cleveland was enough to upset the situation. The campaign last fall in defense of the plan was managed by tired and loyal volunteers equipped with less than $3,000 of money and their chief argument, I grieve to say, was that the tax rate, which had been going up before the plan was adopted, had been steadily reduced during the city manager era.

Neither the people of Cleveland nor the reformers who led them, ever fully comprehended the remarkable opportunity which the plan of government gave them to put more Hattons into office! By 'Hattons,' I mean persons who, like Hatton, were able to get themselves elected at trifling expense without the endorsement of either political machine and in the face of machine hostility. Professor Hatton was not the only member of the twenty-five members of the council who went in as an independent; there were several others.

In addition there were members who were nominally Republicans or Democrats and enjoyed the party endorsement, but upon whom the machines had a very precarious hold inasmuch as it was an open question whether some of those members could not have been elected fully as well without the machine's endorsement. Sometimes, indeed, machine endorsement had been something of a nuisance to a candidate, a thing to be carefully explained away!

However, politics was still an acquired taste to the type of people who should have run for the new council and the idea of entering the contest as Hatton did was too novel to them. There was, as it happened, no central organization of independents to perform the simple and easy function of inspiring additional independent candidacies and encouraging the entrance into politics of the kind of persons who are ordinarily never found there. Enough such additional persons to constitute a majority might easily have been elected over the chronic jobholders and time-servers whom the machines nominated and elected. There was a majority of the latter in council during the entire eight years and the machine, in consequence, was able to bedevil the civil service and hamper the operations of the city manager by partisan pressure. Curiously enough, at the same election at which the manager plan was ousted, the people of Cleveland elected a new council with enough additional independent members to make it possible that the machine may not this time control that body, an improvement that came just too late!

Now they have a mayor elected at large again. So far as I know, no one in Cleveland pointed out the essential fact that the successful candidate for mayor in a city as large as Cleveland will almost inevitably have to make terms with one or the other of the political machines. The great scale on which the campaign must be conducted is sufficient to balk independent candidacies, since only in the rarest circumstances can an improvised volunteer organization compete successfully on such a scale with that standing army of political mercenaries maintained at pubic expense which we call the "machine."

THE WIELDY DISTRICT

If the people are to do business directly with candidates without the intervention of a political machine, the district must be wieldy; that is to say, it must be of such size that an ordinary candidate with ordinary resources of money, acquaintanceship and an improvised organization, if any, can canvass it and make an impression. The whole city of Cleveland from which the new mayor will be elected is an unwieldy district. The mere alteration in scale is enough to upset the democratic principle which had been correctly embodied in the city manager plan as designed for Cleveland.

The political machine as an institution in Cleveland was on the way out, because, except for the election of county officers and for state officers, it had ceased to be a functional necessity to the working of the local government. By providing now for an elective mayor, Cleveland has suddenly made a machine once more an inevitable feature of local politics. Cleveland did not see that! They talked about tax rates!

THE MACHINE IS DISPENSIBLE

In other cities there is abundant evidence that these simplified and powerful city manager governments can operate without the intervention of the political machine. It was the complexity of the voters' duties that necessitated the machine under the old form, and, sure enough, the use of simplified government in an experience of something like 15,000 elections in 400 cities in 35

states has now demonstrated that the machine is dispensible. The machine has been an unofficial makeshift; its function is proved to have been merely mechanistic and capable of being eliminated by a mechanistic correction of the plan of government.

It has been an old saying that 'a reform administration is never reëlected.' But the history of the city manager plan now shows a great array of cases where administrations that paid no attention to the political machine have been reëlected for as many as nine consecutive times over a period as long as eighteen years! It is not necessary to try to prove that the machine goes out every time the city manager plan comes in. There are certainly some managers who are under machine control because they are chosen by councils which are machine controlled but the fact remains that, given the improved mechanism, the people can shake off machine control with greater ease, as is demonstrated by the fact that most of the city-manager towns have done it as soon as the new plan came into effect and have repeated the exploit election after election.

In Cincinnati, the place where the opportunities of the new plan of government have been most fully realized, the political machine has been kept in a minority position through four successive elections by a group of political amateurs with no professional organization at all and who do not pay their supporters with patronage or boodle. This group of amateurs have now realized that the machine opposition has been steadily nourished by county and state and federal patronage, so, to protect the city manager plan, they went out and captured the county government and appealed to state and federal authorities to withhold patronage from the local machine. They are supporting state-wide efforts to simplify county government but the alertness of the politicians on that issue indicates that the latter fully appreciate the value to them of that ancient ambush.

A MOVEMENT THAT DOES NOT UNDERSTAND ITSELF

So here I stand at the end of twenty-one years, looking at a movement which is going along steadily and capturing twenty-five more cities each year, but which, as I see it, does not understand itself! The country is accepting the scheme and casting away the philosophy which comes wrapped in every package, substituting a shallow and meretricious reasoning to explain the effectiveness of the plan.

And so, inasmuch as I am posing as a philosopher anyway, I might as well be philosophical about it!

Oregon Flirts with the Indiana Plan

OREGON, at the instigation of Governor Meier, is considering a modified Indiana plan

BY CHARLES McKINLEY

President, City Club of Portland

AFTER a brief respite from his labors with the Oregon state legislature, Governor Julius Meier turned his attention to the subject of local taxation and expenditure. On June 27 last, he announced the appointment of a large committee to survey the local tax situation. This committee was composed of some seventy-two persons with at least one representative for each county. On it were some sixteen bankers, six county judges, eight farmers, eight lawyers, six newspaper men, seven legislators and some nineteen others. In a prepared statement accompanying this announcement, the governor declared that local expenditures accounted for most of the taxes levied in the state. Of an annual levy of about fifty millions, forty-three millions were for local purposes. Local taxation was the heart of the tax problem, and must be attacked vigorously. The governor declared his ambition was to give Oregon the lowest tax rate in the United States, thereby to "attract new population and new industries."

The governor's committee met at Salem on July 8, and the governor set the problem before them. He alleged that Oregon was second highest in the company of states in its per capita bonded debt; that 19.3 per cent of the total income of its people was absorbed in taxes; that out of total real estate earnings of eighty millions, taxes consumed forty-one millions; that taxes had risen from six millions to fifty millions in twenty-five years, and that forty-three millions of this total were levied by the 2753 local tax levying bodies in the state. He wished the committee to organize a state-wide league which would bring pressure in every locality immediately to cut expenditures. Every county should have an organization for this purpose. He recommended for the committee's consideration the Indiana plan of local finance control, quoting from a letter of the governor of Indiana which said that the Indiana plan had reduced taxes and bond issues by eighty millions in eight years. Mr. Meier also said:

> Further I suggest that the Committee give consideration to the adoption of the managerial form of government for our various municipalities, and the possibilities of extending these principles to our counties. Astoria, Bend and Oregon City are examples of what can be accomplished by the city manager.

He mentioned also the desirability of requiring a sixty per cent vote on bond issues and special tax levies, of creating centralized purchasing systems, proper accounting systems and adequate local budget documents.

NEW REVENUES AND NEW CONTROL

The committee organized itself into the Oregon Taxpayer's Equalization and Conservation League and adopted

a resolution calling for a cut of at least twenty per cent in the tax levies of local government agencies, and for the curtailing of bond issues to bare necessities.

This League on July 16 recommended four major steps:

1. A special session of the legislature to consider tax reform.

2. A change in the law to vest in the state tax commission acting jointly with county tax commissions (to be created) the power to control the budgets, tax levies and bond issues of all local agencies.

3. The reduction of the automobile license tax by one-third and the increase of the gasoline tax from four to five cents.

4. That all local tax levying bodies be urged to retrench by cutting expenditures twenty per cent.

The League proposed to modify the Indiana plan "in deference to home rule sentiment" by creating county tax commissions of three members each, chosen by the governor. These new commissions were to sit with the state tax commission in hearing budget appeals from their respective counties, and decisions would be arrived at by majority vote of the two bodies acting jointly. The governor approved this modification and promised to sound out the members of the legislature about the calling of a special session.

Oregon's six per cent constitutional limitation on annual tax increases, which has been in effect since the war period, came in for some severe criticism for its failure to hold down taxes.

Nothing was said about modernizing county and city government.

HOSTILITY DEVELOPS

When the governor began to sound out the members of the legislature regarding a special session to fulfill this program, he found sentiment changed from initial approval to hostility. The Portland *Oregonian,* which backed this taxation move of the governor, undertook to carry out a poll of the legislators and public sentiment. On July 26 it announced that "opinion seems to be growing that such a session could not accomplish results sufficient to justify convening the lawmakers at the capitol, and that, in any event, sentiment in this state is too strongly wedded to the idea of 'home rule' to permit supervision over local affairs by a state commission. Mass meetings over the state have passed resolutions opposing it, metropolitan and up state press have discussed it adversely and members of the legislature have indicated a decidedly unfavorable trend in their views of the proposal." On July 29 it declared that the final result of its poll indicated that neither the special session nor the Indiana plan were favored by members of the legislature.

Nevertheless the governor's league organized its county committees and went to work upon the city, county, school and other local authorities to secure the twenty per cent reduction of local government expenditures which it and the governor espoused. On the whole, it achieved considerable success in this direction. C. C. Chapman, editor of the *Oregon Voter,* has compiled data which shows that the tax rate in most of the counties has been very markedly reduced. The smallest reduction reported is for Multnomah County—in which Portland is located —where the cut is about one per cent.

PORTLAND TEACHERS USE DIRECT ACTION

One amusing episode growing out of the pressure activities of these local "governor's committees" (as they were known) occurred in connection with the budget of the Portland school district. This district has a budget second in size to that of the city of

Portland, the largest spending unit of local government in the state. The governor's committee appeared at one of the autumn budget meetings of this school board and demanded a twenty per cent reduction in expenditures. Since most of the expenditures are for teachers' salaries they asked for a drastic salary cut. The board meeting which heard this committee's argument was held in the evening. The following morning the Portland *Oregonian* carried a front page story of this session. A well authenticated rumor has it that many teachers and principals, having consumed the news with their breakfast coffee, waited for the opening of "Portland's Own Store" (Meier & Frank Co.) of which the governor is president. When the opening hour arrived they buried the store's telephone exchange in an avalanche of phone calls cancelling orders for merchandise, and cancelling their accounts. And they were not bashful in telling the reason why. It is not necessary to know just what happened within the store's official family that day nor what communication was had with the governor. But within twenty-four hours, the governor issued a public statement repudiating the salary reducing efforts of his Portland committee, and declaring that he was not in favor of cutting Portland teachers' salaries. All Portland sniggered—except the governor's committee.

GOVERNOR CONTINUES TO ADVOCATE INDIANA PLAN

The next important pronouncement by the governor came early in January of this year when he issued a statement reviewing the work of the local committees of his Tax League. He declared that these committees had gone about as far as possible in getting tax reductions through local pressure. The next step was the adoption of a legislative program, either through the initiative at the next general election or by the next legislature. He announced that he would appeal to the League to support a legislative program which would (1) give state control over local bond issues, (2) which would create central county purchasing agencies, (3) provide uniform accounting systems for all local units, and (4) provide for annual audit of local expenditures.

He again expressed his admiration for the Indiana plan and referred in commendatory terms to the recent legislation in North Carolina by which state control over local bond and tax activities had been achieved, and he indicated his great interest in the North Carolina changes in road and educational finance.

On January 24 he released a letter he had written to the president of the Oregon Taxpayer's Equalization and Conservation League. In it he again asserted that if local taxes are to be reduced there must be legislative changes, perhaps constitutional amendments. The local committees have secured an average reduction in local tax levies of only six per cent, instead of the twenty per cent set as the goal. At very considerable length he set forth the merits of the Indiana plan and characterized it as the best yet devised for achieving taxpayers' control of public expenditures. He called it the "best and most effective expression of home rule in taxation that has thus far been attained in any state." Incidentally he severely criticized Oregon's "six per cent" limitation on tax levies, asserting that it has accelerated local expenditure.

What Municipal Home Rule Means Today

VI. Ohio---Local Self Government With Exceptions

In spite of relatively broad home rule powers, control of the purse still rests with the legislature

BY EMMETT L. BENNETT

University of Cincinnati

Dissatisfaction with statutory straight jacket control of municipal government was a major force in bringing about the Ohio Constitutional Convention of 1912, and the home rule article (adopted by a popular vote of nearly 3 to 2) was one of its principal achievements. The constitution says that "Municipalities shall have . . . . all powers of local self government. . . . ." When the court first faced the question whether "municipalities" meant all of them, its divided voice answered that the grant was to those only which should adopt charters. Succeeding decisions evinced a changing view, and after a decent interval the court found occasion to repudiate the early doctrine. Because much of the meaning and benefit of home rule thus extends to cities and villages without charters, it has sometimes been questioned whether today there is any reason for adopting charters. The sufficient answer is that without a charter a muncipality cannot control its own organization, cannot so well provide for the effective utilization of many powers which in theory it possesses, cannot escape the hampering force of many antiquated statutes.

The constitution does not catalogue the substantial items of the grant. In effect it negatives the inclusion of certain items. Some it includes by the device of limiting the grant. In the main, the enumeration of an authoritative list of the powers granted waits upon the occurrence of litigation in which particular powers are disputed. The list lengthens, never becomes complete.

The grant does not change the status of municipalities as political subdivisions, subject to the state in all other ways. Thus statute can grant, in other fields than local self-government, powers beyond the reach of charters—e.g. extra-territorial powers. So also statutes impose duties and burdens not within the scope of local self-government, and there is no local choice but to accept.

The doctrine is generally accepted that the grant of local self-government confers in perpetuity, and that the legislature may in no wise extinguish the right of each municipality to its corporate existence. Yet it has never been litigated squarely. Moreover, statutes provide procedures for terminating the existence of one municipality by its annexation to another, and these have never been challenged upon home rule grounds.

THE FINANCIAL STRING—OR NOOSE

By authorizing laws "to limit the power of municipalities to levy taxes and incur debts for local purposes— . . . ." the home rule article recognizes those as being powers of local self-government. This is not the only passage in the con-

stitution relied upon to sustain statutes in derogation of financial home rule. Two older provisions (one more restrictive, and the other rather oblique) are very much alive, and at least one case intimates that to some financial powers there is a limit which need not be expressed at all.

DEBT

In the matter of municipal indebtedness in the ordinary sense, statutes go much farther than the placing of a limit to amounts. In the teeth of a decision they enumerate purposes, by implication disallowing debts for all others. They fix maximum terms for bonds, prescribe serials exclusively (excellent thing, though a literal application of one constitutional provision might require all to be of sinking fund type). They prescribe times and methods of issuance. They require council to secure popular ratification by extraordinary majorities of all issues above one-fifth of the maximum limitation. They regulate minutely legislative procedure, indirectly forbidding the use of the initiative to authorize a debt—although the court has in dictum intimated that the constitutional right to the initiative, in which a simple majority suffices, cannot be so limited. The statute requiring all bonds to be offered at par to the state industrial commission is one of the few in this field which have been challenged and invalidated as to municipalities.

It was generally supposed, until 1930, that the legislative authority to limit the municipal power of contracting debts referred only to debts evidenced by bonds, notes, and the like. In that year the court invoked it to sustain, as against either inherent municipal power or a specific charter provision, a statute regulating the procedure of making ordinary purchases. The decision is all the more remarkable in that it was necessary to strain the language of the statute to the breaking point to bring it into relation to the circumstances of the case.

TAXES

The authority to limit municipal taxation may be exercised by implication, at least in the field of excises, where, the court has said, an imposition by the state occupies the field and excludes municipalities—although specific statutory authority might save them the power.

A charter provision authorizing certain property taxes in excess of statutory limits was unhesitatingly invalidated. But in 1925 a statute authorized municipalities by charter to fix their own tax limits in lieu of those imposed by statute. The attorney general declared the scheme valid and it was never litigated. In 1929 an amendment to the taxation article specifically empowered the legislature to enact such a statute, and incidentally validated charter tax limit provisions then existing (Cincinnati only?), even against subsequent legislative attempts to repeal. The same amendment legislated a fifteen mill combined tax limit into the constitution. County officers control the apportionment.

In yet another matter the legislature has been surprisingly liberal. A number of charters set up better special assessment procedures than that in the statute. When the supreme court invalidated an assessment made under a charter, a statute—as yet unlitigated—was passed authorizing assessments to be made under either statutory or charter provisions.

It seems a long way between authority to limit taxation, and statutory regulation of the time, method, and form of measures appropriating money for ordinary municipal operations, regulating even funds in no part derived from taxation. Yet the legislature has asserted such a power, which has not yet

been seriously contested. It has not attempted to control by law the purposes for which expenditures may be made. County budget commissions can in effect do so by disallowing requests for adequate shares in the tax proceeds. Such usurpation has not been unknown. Nor is there a remedy.

POLICE, SANITARY, AND SIMILAR REGULATIONS

The grant of local self-government is coupled with the phrases "and to adopt and enforce within their limits such local police, sanitary, and similar regulations as are not in conflict with general laws." From the arrangement one might suppose this to grant power additional to local self-government. The cases make it clear that such is not the situation. The quoted clauses merely repeat explicitly a portion of the main grant, and constitute a peg for reservations. The reservations do not disable the municipality from adopting regulations upon subjects not covered by statute, or which vary from or are merely inconsistent with statute. The conflict must be squarely met, as when statute prohibits local speed limits lower than those fixed by general law. The legislature may not restrain the city from regulating speed by ordinances which do not conflict. As to offenses against local police and sanitary regulations "if there were a statute creating the same offense it could not be exclusive, even if the general assembly in express terms prohibited the municipality from legislating upon the same subject matter." The state has power to prescribe what the city shall do in sanitary matters; e.g., it may require installation of sewage treatment plants. By analogy perhaps the state can compel performance of police functions. In other fields of local self-government the decision rests with the city to perform or to omit.

PUBLIC UTILITIES

It is impossible to say with assurance what utility powers would belong to municipalities by virtue of home rule, did not the amendment specifically confer power to acquire, construct, own, lease, and operate any utility, to issue mortgage bonds against it, and to contract with others for utility service. This last the court declared to be a matter of local self-government as early as 1915. If the other powers are in the same category, the effect of their specific declaration is not to enlarge but only to confine them within the accompanying adjective procedures.

There grants in any case changed situations. They invalidated a statute requiring a village going into the electricity business to buy the existing plant. It was decided that Cleveland by charter could dispense with statutory requirement of frontage consents as a condition to the granting of franchises, while charterless Cincinnati could not. That was in 1915, before the court came to the view that the local self-government grant was self-executing. When a utility company has accepted a franchise, thereby establishing a contractual relation under the constitution, it is not reviewable under statutory authority, nor may the utilities commission under statutory authority sanction charges in addition to those specified by franchise. At the same time, a statute may prevent the grantee from exercising a valid franchise, as when the law prohibits a second telephone company's serving without a certificate from the commission.

The control of rates not under contract was a difficult topic for the court to agree about. A municipality not bound by a rate contract can by ordinance regulate rates, whether under franchise or not. A utility may accept a rate ordinance, and so make it a contract, extinguishing state jurisdiction.

Or it may resist the ordinance rates by appealing promptly to the utilities commission, which thereby acquires jurisdiction under statute. If it neither accepts nor appeals within the appointed time the ordinance becomes effective, and the commission does not acquire jurisdiction. Nor has the commission jurisdiction to entertain an appeal while the ordinance is suspended by a pending referendum. This whole situation has troubled the court severely, and prompted vigorous dissents in which the power over rates is characterized as being not a mere police regulation, but an exercise of the more fundamental police power. The unhappy majority has reached the opposite position not so much by positive agreement as by failure to hit upon a formula to which it could rally with conviction.

The actual effect of the utility ownership powers is not manifest from a reading of the constitution alone. It is not practicable to finance a plant entirely with mortgage bonds. The legislature can not prohibit the use of general credit for utility purposes, but it does fix an over-all limit upon borrowing power so low as to leave few municipalities any margin above their need for street improvements and other general objects. Water works bonds go outside the limit if the plant earns its charges; there is no intrinsic reason why the same rule should not be extended to other utilities; but let a bill to that effect be introduced, the only result is to bring out an opposing regiment of private utility lobbyists.

EDUCATION AND LIBRARIES

The Ohio public school system is distinctly outside the scope of municipal home rule. But three cities maintain municipal universities, undertaken as city, not school district, enterprises pursuant to statute; charters have not undertaken to make changes of moment. While it is not known where libraries stand in relation to home rule, it is likely that a city could maintain the right of operating one. Actually, they are maintained independently.

PERSONNEL

The home rule article is silent as to personnel matters. Another amendment, adopted at the same time, provides that

> Appointments and promotions in the civil service of . . . . cities shall be made according to merit and fitness, to be ascertained, so far as practicable, by competitive examinations. Laws shall be passed providing for the enforcement of this provision.

As if to compensate for excursions outside the home rule article in matters of financial control, the court holds this to be a matter of local self-government, in which statutes yield to charter. But the city can escape only by adopting a charter, and, apparently only by providing therein a system which reasonably complies with the constitutional mandate. Some charters by reference adopt the civil service statutes—a course hard to justify upon grounds of quality.

ELECTIONS: I. & R.

Home rule in election matters is actual. Prior to the enfranchisement of women, a charter was upheld in giving them the vote in city elections. P. R. would have been sustained as a matter of local self-government, even had not the majority of the court apparently abandoned the earlier case against limited voting. The court gave precedence to home rule over another specific constitutional provision about primaries, saving municipalities from statutory control. An older provision of the constitution fixing times for municipal elections has been tested only in the case of the 1932 special mayoralty election in Cleveland. Home rule was sustained. By the terms of the home rule article certain elections must be conducted by

election authorities provided by general law. Although there is nothing to require it so to do, every charter confides all its elections, including regular elections for municipal officers, to the same statutory authorities. Since the statutes are written in the same contemplation, the question has not yet arisen whether a charter can impose duties in municipal affairs upon state authorities. A charter provision failed, attempting to prescribe the use of voting machines in county, state and school elections. The election machinery provided by statute is unnecessarily expensive, but there would be no economy in setting up a separate system, unless the statute should authorize municipalities to conduct school elections which occur at the same time.

In flight from the statutory scheme of partisan primary and election, Cleveland's first and certain other early charters went to the Bucklin preferential voting system, locally known as the Mary Ann ballot. This achievement is not now a boast, nor emulated recently. Cincinnati and Hamilton have P. R.; Ashtabula and Cleveland had it. Charters or revisions embodying P. R. have been rejected by Canton, Toledo, and Zanesville. Some charters preserve the primaries in nonpartisan form; some are content with petitions nominating directly to plurality elections. Some cities elect councils from wards; others, at large; some for overlapping terms of four years, others for two year terms expiring together; the results, being carefully appraised, are inconclusive. The initiative and referendum are in a position almost exactly parallel to that of civil service.

THE FRAME OF GOVERNMENT

Charter municipalities cannot be fettered in their choice of governmental designs: ". . . the people of the municipality are given power to construct the machinery of their own local government and to operate it themselves."[1] Three small cities and three villages have escaped the municipal code of 1902 without charters, by adopting the optional statutory manager plan.

Sixteen of the thirty-three charters now provide for the city manager plan, some by no means conforming to accepted theory. Cincinnati is now the only manager city which did not embody that plan in its first charter. Akron's charter provided a manager under the title "Chief Administrator," the plan being amended out after a short interval by providing for an elective mayor and giving him the chief administrator's powers. Cleveland went to and from the plan by amendment. Toledo has rejected four manager plan proposals, submitted in pairs at two elections, by way of muddying the waters. Lakewood, Zanesville, perhaps others, rejected manager amendments; Canton, perhaps others, rejected a manager charter. A few manager charters designate the legislative body as the "commission"; but there is no commission government in Ohio. Most of the non-manager charters embody the strong mayor idea, the degree of strength varying greatly. Boards and commissions existing in derogation of the manager and strong mayor principles survive in several cases as vestiges of the old municipal code.

OF THE WRITING OF CHARTERS

The making and amendment of charters is of local self-government, but the municipality may not choose the manner of so doing. Nor may statute prescribe it. The constitution speaks, exclusively. A number of Ohio charters vainly echo the constitutional provisions about amending, with variations and additions, requiring, e.g., that amendment petitions be filed with the county elec-

[1] But local self-government extends to two only of the three great branches. The courts belong exclusively to the state.

tion board. The court decided that the constitution contemplates their filing with council, and they have no force unless filed there. Yet amendments filed with election boards have been adopted and never challenged thereupon; most would certainly be sustained. For the submission is in any case made by ordinance and that when passed by two-thirds vote, which is usual, is valid without regard to the petition. So also Cincinnati's three man appointive revisory commission of 1926, though authorized by charter, had no power to propose to the voters its product—which nevertheless became the present Cincinnati charter, as council submitted it. A council may not exercise its judgment as to the probable validity of a petitioned amendment; if the petition meets the constitutional requirements, it must be submitted. An entire charter text can be repealed, an entire new submitted, in a single amendment. The court compelled an election board to perform its constitutional duty of conducting an election upon a charter amendment, rejecting the defense that the city clerk had neglected his constitutional duty to distribute copies to the electors. One is warranted in believing, though the decision did not so declare, that the amendment would have been valid had it been adopted.

In the case in which it was decided that a city could not abandon a charter by adopting a statutory plan, the court remarked that "The only mode of changing a charter legally adopted is by amendment." This dictum may be doubted.[1] While the constitution does not specifically authorize the choosing of charter commissions and the adoption of charters subsequent to the first, there is no reason for doubting the power. Toledo set up a second commission, whose work was rejected. It would seem that a subsequent commission can propose nothing less than a complete superseding charter, though it desires no more than to offer a few amendments.

Space is not available for a thorough analysis of the substance of charters. Some by reference embody large portions of statute, or accept statutory control in matters not specifically treated. Others provide fully for all subjects, excluding the rule of statute so far as the constitution permits. Quite a few charters follow in greater or less fidelity the pattern of the *Model City Charter*. There is excellent draftsmanship to be found, and then, crowning the heap of charters which exhibit another sort, there is the latest Cleveland revision. Its draft was amazingly bad when first proposed, and deteriorated with each of the defeats which preceded its adoption in 1931.

AND THE EXTENT OF CHARTER MAKING

Theoretically it should be simple to procure an actual list of Ohio municipalities having home rule charters. Actually it is not, and the list supporting the accompanying tabulation may not be complete. Be assured that any error in it consists only in the omission of some few undetected small charter cities and villages, whose inclusion could not appreciably alter the picture. In point of numbers of municipalities with charters, thirty-three out of 861 possibilities[1] seem a small advance. The population figures afford a juster view.

It is still more difficult to obtain data on movements for charters which have failed. At least one village and three cities, the four having at present a combined population of about 45,000, rejected proposals to have commissions frame charters; at least eight charterless cities, present combined population

[1] Quaere also, whether a charter municipality may not by amendment abandon its charter status?

[1] Chippewa-on-the-Lake probably could not adopt a charter, for lack among its 22 inhabitants of 15 electors to man the charter commission.

Population Group	Total of Group			Charter Municipalities		
	Num.	1930 Pop.	% State	Num.	1930 Pop.	% Group
Cities						
Over 100,000	8	2,663,801	40	7	2,558,895	96
50,001 to 100,000	4	242,373	4	4	242,373	100
25,001 to 50,000	14	293,449	4	5	181,397	62
10,001 to 25,000	33	513,498	8	7	114,105	22
5,000 to 10,000	51	359,925	5	6	39,822	11
Total Cities	110	4,073,046	61	29	3,136,592	77
Villages						
22 to 4,999	752	715,327	11	4	5,455	0.8
Total Municipalities	862	4,788,373	72	33	3,142,047	65
% of State		72			47	
Unincorporated		1,858,324	28			

almost 300,000, have had commissions; curiously, in some the vote was overwhelming for having a commission, and then overwhelming against the charter proposed.

SCANT SPACE FOR SUMMARY AND APPRAISAL, BUT—

It may be freely confessed that the home rule situation in Ohio is short of perfection. In the very important matter of finance, the grant has proved partial, disappointing, and ineffective. A few more cases are needed to determine whether the excess condemnation provisions are a total loss. As to utilities, there are disappointments, but the gains are greater. A vacillating supreme court has never got its feet upon firm bottom of the subject, and our home rule jurisprudence is of strangely mixed character. The devotee of home rule principles may take more comfort from it than torment. The situation as to police and sanitary powers is by no means unsatisfactory. Home rulers can hardly wish more freedom and more ample powers than Ohio municipalities have in respect of the structure and articulation of their governments, of the manner of electing officers, and of other important affairs. The constitution not only promised local self-government, but actually broke the soil as well for its growth and development in ways and degrees which it would take many pages to recount. There are in the Ohio constitution particular provisions affecting municipalities which other states would do wisely to avoid or to improve upon. But Ohio's basic plan, that home rule should be self-executing, has proved correct. Charter cities have not been alone in benefiting. The entire civic life of the state has gained immeasurably by reason of home rule.

The Bonded Debt of 289 Cities as at January 1, 1932

Mr. Rightor's tenth annual tabulation and analysis of city debts. The trend was still upward

BY C. E. RIGHTOR

Detroit Bureau of Governmental Research

The tabulation presented herewith reports the total gross bonded indebtedness as at January 1, 1932, of 273 cities in the United States and 16 cities in Canada, with a subdivision of this total into three general classes by purposes—general public improvements, schools, and utilities; the total sinking fund, with a similar subdivision reported in percentages; the net total bonded debt; the net bonded debt to be retired from taxation (reported as "excluding self-supporting"), both total and per capita; and the total gross special assessment debt.

The data are presented in the same manner as in previous tabulations. The cities are listed in order of population according to the official census of 1930, and by the five census groups. It is believed these figures are more acceptable than subsequent estimates. The Canadian cities are listed according to latest available population estimates.

This table attempts to present in a concise form an up-to-date statement of the total amount of bonded debt outstanding as a liability of the property and citizens of each community. The objective is simple, and undoubtedly highly desirable, yet its accomplishment meets many difficulties. What, precisely should be included as the debt for which a city's property values are responsible? It is found that part of the indebtedness which properly should be included involves in many instances other units of government than the city, some of which are independent units, wholly or partially overlapping the city. Further, local statutory provisions relative to what constitutes indebtedness must sometimes be ignored. As examples, Chicago includes sanitary district but omits forest preserve; Los Angeles and Dayton omit flood control, while Wichita Falls includes irrigation district; New Orleans omits port and levee district bonds, while Milwaukee includes its portion of a metropolitan sewage debt.

The tabulation does not take account of the city's portion of state or county debt. Boston excludes county bonds, although paying their entire cost, while Philadelphia, Baltimore, Denver, Richmond and a few others have no county debt. The figures for these special cases are entered in as consistent a manner as possible. After all, it is fortunate that the large majority of cities raises no problems but permits of tabulation in conformity with the established schedule. It is essential that reference be made to the footnotes in all cases, however, in order that the true status of any city be ascertained. Utility debt other than for water is specifically itemized by a footnote.

As heretofore, temporary debt is not

included in the compilation. In reporting the net debt, it has been deemed desirable to show separately the amount which is a tax liability, by excluding from the total net debt the amount which is to be retired by revenue-producing services. The columns "Excluding self-supporting" report this net figure, and the only per capita computation is upon this basis.

Special assessment debt, commonly, but by no means universally, availed of to finance local improvements, through bonds issued upon the faith and credit of the city but usually fully offset by assessments receivable, is reported as to gross total, but is not included in the net debt reported.

EXTENT OF LOCAL DEBT

President Hoover recently reported that of a total governmental indebtedness of $30,600,000,000, local debt comprised $12,600,000,000. It is found that the gross debt of the 273 American cities included in this tabulation totals $7,778,000, or over 61 per cent of that total.

For thirty-three of the largest cities, included in the first of these tabulations ten years ago and also in the current one, it is interesting to learn that their net bonded debt increased from $2,608,000,000 to $4,633,000,000 or 77 per cent. The population of these cities increased during the decade from 21,873,778 to 26,204,091, or 20 per cent. The per capita net debt increase was from $119.27 to $176.82 for the period.

RANGE IN PER CAPITA DEBT

The table shows a wide range in per capita net debt, excluding self-supporting. Except for Washington, which has no debt, the figures vary from $6.07 for Springfield, Illinois, to $375.61 for Atlantic City.

For group I, the range is from $70.40 to $213.72, for St. Louis and Philadelphia, respectively; for group II, Seattle reports $69.91, and Newark, $162.29; for group III, Peoria is low, with $17.09, and Miami high, with $242.83; for group IV, the low and high cities are Springfield and Atlantic City, as already noted; and for group V, the range is from Bloomington, $7.40, to White Plains, $285.59. For the Canadian cities, the range in the net per capita debt is from Winnipeg, $45.46, to Edmonton, $250.94.

As has been suggested in past years, an analysis of the reasons for such a wide spread in the extent of local debt would be of interest, but is not undertaken. For example, it would be found that all (fourteen) Illinois cities reporting have a very much lower per capita debt than their group average, and three have no general city debt. Of eighteen New Jersey cities, fifteen report a debt much higher, and only two lower, than the group average. Again, twenty-four Massachusetts cities have a substantial debt but all are lower than the group average, and nineteen Ohio cities report ten above and nine below the average, with no outstanding deviations.

TREND OF DEBT

To ascertain the trend of municipal debt, a comparison was made of the net per capita debt (excluding self-supporting) for this year and one year ago, using the "group per capita" figures.

The trend is found to be slightly upward, for the 219 comparable cities included in the analysis. The per capita debt was $109.04 for 1931, and is $114 for 1932, an increase of $4.96, as compared with an increase of $4.92 one year ago. Of this total, 114 reported a reduction, 104 an increase, and one, no change. All but six of the twenty-four cities in the first two census groups reported increases, while the smaller cities predominated in reporting reductions. For twelve comparable Canadian cities, the increase in net per

capita was $1.01, from $114.92 in 1931 to $115.93 this year. The corresponding increase last year was $9.86.

The trend over a four-year period, for 73 comparable cities in the first three census groups, shows an increase in per capita net debt from $92.84 in 1929 to $100.66, $106.65, and $113.97, respectvely, in the next three years. The general upward swing of this per capita figure is common to each census group and to each year.

It seems probable that the increase in debt for the current year would be somewhat revised were temporary loans and unsold bonds to be considered. The *Bond Buyer* recently listed nearly a quarter billion dollars of bonds which had been formally placed on sale without success because of absence of a market, commenting: "It is assumed that most of this contemplated borrowing represents actual needs and that further attempts to place the loans will be made when normal credit conditions return."

The demand continues for financing cities by borrowing. The *Bond Buyer* reported sale of $1,250,000,000 of state and local bonds during 1931, a reduction of about ten per cent from the amount sold in 1930. The reduction was offset, however, by the increase in short-term loans. That journal reported also that voters authorized $474,489,000 of bonds during 1931 compared with $626,059,000 during 1930, and rejected $133,474,000 compared with $280,093,000 the preceding year. The violent changes in the marketing of these securities have been described in recent numbers of the REVIEW.

A highly critical bond buying market, extensive unsold bonds and short-term notes, and increasing debt charges, coupled with growing tax delinquency, constitute serious problems to the public officials who are charged with the responsibility for carrying on the essential services of the government, and, in many cities, faced with emergency relief expenditures upon an unprecedented scale. A degree of appreciation of these problems and sympathy by the public for the financial officials who must cope with them is needed, in order that our cities may sustain their credit standing and yet continue upon an adequate plane of operation. There is no substitute for the payment of taxes.

Comparison of debt with assessed valuation of any city may be made by referring to the tabulation of tax rates published in the December, 1931, REVIEW. It will be noted that an estimate of the ratio of assessed to actual value was reported as a basis for computing full property value.

The cordial coöperation of a large number of public officials in the 309 cities in the United States and 17 cities in Canada is acknowledged, as only through their efforts, in some instances supplemented by citizen agencies, has the study been made possible. It is hoped that this assistance may continue.

BONDED DEBT OF 289 CITIES AS AT JANUARY 1, 1932

Compiled by the Detroit Bureau of Governmental Research, Inc.

From Data Furnished by Members of the Governmental Research Association, City Officials, and Chambers of Commerce

City	Census 1930	Gross Bonded Debt				Sinking Fund				Net Bonded Debt			Total gross special assessment debt	No.
		General Improvement	Public School	Public Utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting		
GROUP I														
Pop. 500,000 and over														
1. New York, N. Y.[1]	6,930,446	$532,775,850	$366,427,223	$1,254,358,921	$2,153,561,994	$508,976,311	...	...	...	$1,644,585,683	$1,145,054,815	$165.22	$92,539,000	1
2. Chicago, Ill.[2]	3,376,438	328,764,190	27,300,000	8,110,000	364,174,690	N.	...	...	...	364,174,690	364,174,690	107.86	.....	2
3. Philadelphia, Pa.[3]	1,950,961	537,602,900	70,811,000	.....	608,413,900	131,455,319	81	19	...	476,958,581	416,958,581*	213.72*	N.	3
4. Detroit, Mich.[4]	1,568,662	170,693,731	71,521,520	121,101,000	363,316,251	38,965,057	41	29	30	324,351,194	236,260,638	150.61	10,687,487	4
5. Los Angeles, Calif.[5]	1,238,048	46,208,537	50,863,636	110,851,650	207,923,823	3,393,251	...	...	100	204,530,572	97,071,173	78.41	11,072,000	5
6. Cleveland, Ohio [6]	900,430	91,615,686	24,401,000	31,073,500	147,090,186	17,548,042	72	14	14	129,542,144	100,917,857	112.08	9,620,327	6
7. St. Louis, Mo.	821,960	65,929,000	2,063,000	10,411,000	78,403,000	11,716,811	77	9	14	66,686,189	57,948,011	70.50	N.	7
8. Baltimore, Md.	804,874	133,805,505	27,156,274	33,342,500	194,304,279	30,686,487	87	4	9	163,617,792	133.052,690	165.31	N.	8
9. Boston, Mass.[7]	781,188	86,239,101	7,245,000	65,016,700	158,500,801	40,265,120	61	10	29	118,235,681	65,071,370	83.30	.....	9
10. Pittsburgh, Pa.	669,817	52,541,500	25,075,209	8,161,000	85,777,709	5,490,422	56	36	8	80,287,287	72,542,894	108.30	.....	10
11. San Francisco, Calif.[8]	634,394	34,469,300	14,250,000	103,653,000	152,372,300	3,831,100	27	18	55	148,541,200	95,969,200	151.28	N.	11
12. Milwaukee, Wis.[9]	578,249	58,388,083	9,706,000	15,000	68,109,083	3,965,996	79	20	1	64,143,087	64,183,087	110.93	N.	12
13. Buffalo, N. Y.	573,076	49,632,913	29,923,973	17,727,020	97,283,906	8,827,859	34	...	66	88,456,047	76,522,561	133.53	1,396,671	13
GROUP II														
Pop. 300,000 to 500,000														14
14. Washington, D. C.	486,869	(No Bonded Debt)												
15. Minneapolis, Minn.[10]	464,356	27,892,675	24,138,952	4,292,000	56,323,627	7,002,407	57	34	7	49,321,220	46,189,750	99.47	9,013,654	15
16. New Orleans, La.[11]	458,762	54,390,000	6,140,000	3,000,000*	63,530,000	N.	...	...	...	63,530,000	60,530,000	131.94	11,566,820	16
17. Cincinnati, Ohio[12]	451,160	53,735,437	17,753,000	43,488,530	114,976,967	38,277,855	52	8	40	76,699,112	44,877,127	99.47	5,362,220	17
18. Newark, N. J.[13]	442,337	38,625,000	21,301,200	46,329,000	106,255,200	14,283,600	54	27	19	91,971,600	71,785,341	162.29	9,300,000	18
19. Kansas City, Mo.	399,746	20,346,000	22,576,500	12,250,000	55,272,500	9,663,896	17	67	16	45,608,604	34,954,120	87.44	800,000	19
20. Seattle, Wash.[14]	365,583	16,843,500	12,091,860	48,686,400	77,621,760	4,113,000	91	9	...	73,508,760	25,559,360	69.91	25,491,678	20
21. Indianapolis, Ind.[15]	364,161	17,879,000	11,035,000	N.	28,914,830	1,429,151	57	43	...	27,485,679	27,485,679	75.48	6,373,244	21
22. Rochester, N. Y.	328,132	26,961,500	13,979,560	12,341,000	53,282,060	7,171,610	22	10	68	46,110,450	38,641,816	117.76	12,326,500	22
23. Jersey City, N. J.[16]	316,715	26,145,300	15,889,500	18,870,255	60,905,055	9,425,523	28	17	55	51,479,462	37,744,148	119.17	1,617,667	23
24. Louisville, Ky.[17]	307,745	23,563,900	10,466,400	1,079,000	35,109,300	6,211,181	79	13	8	28,898,119	28,338,532	92.08	.....	24
25. Portland, Ore.[18]	301,815	26,225,940	10,177,847	21,097,000	57,500,787	8,312,823	45	...	55	49,187,964	32,648,550	108.17	7,663,177	25
GROUP III														
Pop. 100,000 to 300,000														
26. Houston, Texas	292,352	32,981,000	12,355,500	4,165,000	49,501,500	3,936,738	57	28	15	45,564,762	41,982,605	143.60	N.	26
27. Toledo, Ohio	290,718	28,249,000	13,946,000	1,376,000	43,571,000	3,140,358	72	28	...	40,430,642	39,054,642	134.34	2,138,044	27
28. Columbus, Ohio[19]	290.564	21,236,340	9,895,168	9,779,500	40,911,008	13,194,968	60	26	14	27,716,040	21,759,957	74.89	9,670,109	28
29. Denver, Colo.[20]	287,861	2,144,500	9,574,500	34,751,200	46,470,200	447,655	63	...	37	46,022,545	25,049,203	87.02	9,330,400	29
30. Oakland, Calif.[21]	284,063	3,806,791	11,803,171	44,113,000	59,722,692	707,454	36	...	64	59,015,508	22,549,908	79.38	4,198,771	30
31. St. Paul, Minn.	271,606	18,440,000	10,698,000	7,041,000	36,179,000	4,968,620	83	...	17	31,210,380	25,010,888	92.08	7,400,000	31
32. Atlanta, Ga.	270,366	7,108,000	5,958,000	3,141,000	16,207,000	3,074,703	55	26	19	13,132,297	10,575,244	39.11	1,230,000	32
33. Dallas, Texas	260,475	18,490,500	8,058,500	9,859,000	36,408,000	1,975,509	50	17	33	34,432,491	25,230,095	96.86	N.	33
34. Birmingham, Ala.	259,678	9,723,000	10,163,000	100,000	19,986,000	1,110,502	100	.	.	18,875,498	18,775,498	72.30	5,611,000	34
35. Akron, Ohio	255,040	21,671,365	9,748,948	10,929,000	42,349,313	1,821,239	8	20	72	40,649,074	30,923,062	121.25	6,511,215	35
36. Memphis, Tenn.	253,143	16,275,000	6,218,000	6,367,000	28,860,000	2,548,819	26	25	49	26,311,181	21,183,931	83.68	933,000	36

BONDED DEBT OF 289 CITIES AS AT JANUARY 1, 1932—(Continued)

City	Census 1930	Gross Bonded Debt: General Improvement	Gross Bonded Debt: Public School	Gross Bonded Debt: Public Utility	Gross Bonded Debt: Total	Sinking Fund: Total	Sinking Fund: General improvement (per cent)	Sinking Fund: Public school (per cent)	Sinking Fund: Public utility (per cent)	Net Bonded Debt: Total	Net Bonded Debt: Excluding self-supporting	Net Bonded Debt: Per capita excluding self-supporting	Total gross special assessment debt	No.
GROUP III—Continued Pop. 100,000 to 300,000														
37. Providence, R. I.	252,981	21,089,000	12,900,000	18,500,000	52,489,000	14,941,894	49	16	35	37,547,106	24,231,161	95.78	N.	37
38. San Antonio, Texas	231,542	17,053,500	7,511,000	6,647,000	31,211,500	1,284,890	51	41	8	29,926,610	23,387,874	101.00	N.	38
39. Omaha, Neb. [22]	214,006	14,840,000	9,117,500	8,915,000	32,873,225	4,672,432	23	9	68	28,200,793	22,453,758	104.92	5,781,500	39
40. Syracuse, N. Y.	209,326	14,496,165	10,232,601	6,671,250	31,401,016	N.	...	...	...	31,401,016	24,729,766	118.14	4,494,000	40
41. Dayton, Ohio [23]	200,982	11,092,725	8,585,102	4,832,000	24,509,827	2,355,387	71	...	39	22,154,440	18,001,699	89.57	1,663,037	41
42. Worcester, Mass.	195,311	7,154,000	1,061,000	4,272,000	12,487,000	1,096,667	52	...	48	11,390,333	7,646,216	39.14	N.	42
43. Oklahoma City, Okla.	185,389	12,830,900	7,128,200	6,421,800	26,430,900	6,722,376	48	12	40	19,708,524	15,893,124	85.73	6,712,059	43
44. Richmond, Va. [24]	182,929	24,850,652	6,189,438	7,155,550	38,195,630	9,902,411	71	15	14	28,293,219	22,509,983	123.05	N.	44
45. Youngstown, Ohio	170,002													45
46. Grand Rapids, Mich.	168,592	8,243,000	4,109,805	3,205,000	15,557,805	2,081,477	52	...	48	13,476,328	11,264,009	66.81	3,819,500	46
47. Hartford, Conn.	164,072	12,757,000	7,948,099	4,205,000	24,910,099	4,020,077	61	24	15	20,890,022	17,306,235	105.48	.....	47
48. Fort Worth, Texas	163,447	16,249,000	4,692,000	5,893,000	26,834,000	3,117,836	46	30	24	23,716,164	18,584,687	113.70	N.	48
49. New Haven, Conn.	162,655	15,018,000	506,000	N.	15,524,000	990,111	...	...	...	14,533,889	14,533,889	89.35	N.	49
50. Flint, Mich.	156,492	8,076,500	8,808,000	2,682,500	19,567,000	1,760,421	28	32	40	17,806,579	15,834,269	101.18	2,900,000	50
51. Nashville, Tenn. [25]	153,866	11,122,000	2,061,000	4,062,000	17,245,000	1,229,107	...	...	...	16,015,893	11,953,893	77.69	.....	51
52. Springfield, Mass.	149,900	8,013,350	2,677,650	7,549,000	18,240,000	N.	...	...	...	18,240,000	10,691,000	71.32	N.	52
53. San Diego, Calif.	147,995	3,985,466	5,195,775	11,475,309	20,656,550	N.	...	...	...	20,656,550	20,656,550	139.58	.....	53
54. Bridgeport, Conn.	147,716	10,312,000	4,569,000	N.	14,881,000	N.	...	...	...	14,881,000	14,881,000	100.74	N.	54
55. Scranton, Pa.	143,433	2,528,000	6,841,000	N.	9,369,000	842,017	12	88	...	8,526,983	8,526,983	59.45	948,519	55
56. Des Moines, Ia.	142,559	5,264,800	7,749,500	5,633,000	18,647,300	620,464	...	...	100	18,026,836	13,014,300	91.29	.....	56
57. Long Beach, Calif. [26]	142,032	11,525,381	7,698,929	6,652,000	25,876,310	584,035	...	58	42	25,292,275	18,884,275	132.96	.....	57
58. Tulsa, Okla.	141,258													58
59. Salt Lake City, Utah	140,267	3,338,500	4,394,000	4,684,000	12,416,500	258,880	4	96	...	12,157,620	7,473,620	53.28	1,146,550	59
60. Paterson, N. J.	138,513	9,452,864	7,914,500	12,037,000	29,404,364	2,621,374	63	37	...	26,582,990	14,545,990	105.02	.....	60
61. Yonkers, N. Y.	134,646	15,813,200	10,813,000	4,094,500	30,720,700	N.	...	...		30,720,700	26,626,200	197.75	3,127,000	61
62. Norfolk, Va. [27]	129,710	17,970,179	6,119,251	16,067,870	40,157,300	9,780,166	68	...	32	30,377,134	17,425,990	134.35	N.	62
63. Jacksonville, Fla. [28]	129,549	6,648,500	.....	5,422,500	12,071,000	870,000	67	..	33	11,201,000	6,648,500		1,561,000	63
64. Albany, N. Y.	127,413	11,846,805	5,077,950	12,177,000	29,101,755	1,988,805	88	...	12	27,112,950	15,163,593	119.01	3,595,000	64
65. Trenton, N. J.	123,356	10,926,960	7,616,050	844,000	19,387,010	3,111,020	55	28	17	16,275,990	15,963,140	129.41	403,000	65
66. Kansas City, Kans. [29]	121,857	3,881,075	1,904,000	6,422,000	12,207,075	2,232,912	8	13	79	9,974,163	5,322,947	43.68	3,181,316	66
67. Chattanooga, Tenn.	119,798	13,563,500	.....	N.	13,563,500	253,000	..	..	...	13,310,500	13,310,500	111.11	1,300,000	67
68. Camden, N. J.	118,700	15,968,585	4,215,000	1,481,350	21,664,935	2,718,327	67	23	10	18,946,608	17,739,047	149.44	1,974,500	68
69. Erie, Pa.	115,967	6,432,000	5,400,000	1,500,000	13,332,000	723,490	...	..	...	12,608,510	11,108,510	95.79	1,564,674	69
70. Spokane, Wash.	115,514	2,451,400	1,473,000	900,000	4,824,400	398,635	21	64	15	4,425,765	3,584,498	31.03	1,538,035	70
71. Fall River, Mass.	115,274	8,236,500	2,731,500	587,000	11,554,500	1,296,000	74	...	26	10,258,500	10,006,500	86.81	N.	71
72. Fort Wayne, Ind.	114,946	1,031,500	3,678,000	1,593,000	6,302,500	N.	...	...	...	6,302,500	4,709,500	40.97	.....	72
73. Elizabeth, N. J.	114,589	2,197,750	6,141,350	5,023,277	13,362,377	637,650	...	...	...	12,724,727	7,701,450	67.21	4,933,773	73
74. Cambridge, Mass.	113,643	9,132,900	1,544,250	1,382,000	12,059,150	3,015,248	87	...	13	9,043,902	8,059,402	70.92	N.	74
75. New Bedford, Mass.	112,597	5,612,000	2,652,000	1,260,000	9,524,000	786,228	...	..	...	8,737,772	7,477,772	66.41	N.	75
76. Reading, Pa.	111,171	4,367,000	5,809,400	868,000	11,044,400	290,357	53	47	...	10,754,043	9,886,043	88.93	218,000	76
77. Wichita, Kans.	111,110	3,865,942	1,635,000	N.	5,500,942	N.	...	...	...	5,500,942	5,500,942	49.51	437,936	77
78. Miami, Fla. [30]	110,637	20,172,000	6,936,000	3,205,000	30,313,000	242,299	8	92	...	30,070,701	26,865,701	242.83	7,879,000	78
79. Tacoma, Wash. [31]	106,817	3,089,000	2,156,000	12,719,995	17,964,995	520,787	94	...	6	17,444,208	4,752,774	44.49	2,018,541	79

BONDED DEBT OF 289 CITIES AS AT JANUARY 1, 1932—(Continued)

City	Census 1930	Gross Bonded Debt				Sinking Fund				Net Bonded Debt			Total gross special assessment debt	No.
		General Improvement	Public School	Public Utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting		
GROUP III—Continued														
Pop. 100,000 to 300,000														
80. Wilmington, Del. [32]	106,597	6,063,300	986,000	7,300,000	14,349,300	1,052,246	97	...	3	13,297,054	6,026,621	56.54	N.	80
81. Knoxville, Tenn.	105,802	18,087,485	.....	4,755,095	22,842,580	1,118,803	...	...	...	21,723,777	16,968,682	160.38	2,374,128	81
82. Peoria, Ill.	104,969	1,435,000	359,000	N.	1,794,000	N.	...	...	...	1,794,000	1,794,000	17.09	1,700,000	82
83. Canton, Ohio	104,906	5,787,900	5,929,000	1,242,600	12,959,500	3,396,464	77	15	8	9,563,037	8,582,152	81.81	2,628,432	83
84. South Bend, Ind.	104,193	1,760,000	3,665,000	890,000	6,315,000	60,946	44	...	56	6,254,054	5,398,362	51.81	6,065,833	84
85. Somerville, Mass.	103,908	884,000	2,441,000	N.	3,325,000	N.	...	...	...	3,325,000	3,325,000	32.00	.....	85
86. El Paso, Texas	102,421	4,988,977	2,927,000	1,977,000	9,892,977	1,443,415	56	32	12	8,449,562	6,641,487	64.84	499,000	86
87. Lynn, Mass. [33]	102,320	7,235,500	.....	1,024,000	8,259,500	578,700	33	...	67	7,680,800	7,044,917	68.85	.....	87
88. Evansville, Ind.	102,249	945,000	2,484,500	1,862,200	5,291,700	19,351	100	...	...	5,272,349	3,410,149	33.35	699,885	88
89. Utica, N. Y.	101,740	9,073,992	1,667,965	.....	10,741,957	1,059,521	...	...	...	9,682,436	9,682,436	95.17	968,723	89
90. Duluth, Minn.	101,463													90
91. Tampa, Fla.	101,161	7,956,000	4,681,000	2,865,000	15,502,000	1,333,656	69	28	3	14,168,344	11,336,453	112.06	3,130,000	91
92. Gary, Ind.	100,426	2,471,297	3,564,000	N.	6,035,297	34,192	100	...	...	6,001,105	6,001,105	59.76	5,186,843	92
93. Lowell, Mass.	100,234	3,069,450	1,079,250	788,000	4,936,700	N.	...	...	...	4,936,700	4,148,700	41.39	.....	93
GROUP IV														
Pop. 50,000 to 100,000														
94. Waterbury, Conn.	99,902	7,264,000	1,676,000	7,095,000	16,035,000	168,472	100	...	...	15,866,528	8,771,528	87.80	N.	94
95. Schenectady, N. Y.	95,692	5,580,700	3,085,900	677,000	9,343,600	116,265	98	...	2	9,227,335	8,553,331	89.38	2,026,969	95
96. Sacramento, Calif.	93,750	4,541,175	5,050,000	3,435,530	13,026,705	N.	...	...	...	13,026,705	9,591,175	102.31	1,948,339	96
97. Allentown, Pa.	92,563	5,020,000	4,443,500	N.	9,463,500	682,650	52	48	...	8,780,850	8,780,850	94.86	657,100	97
98. Bayonne, N. J.	88,979													98
99. Wilkes-Barre, Pa.	86,626	3,360,500	852,000	N.	4,212,500	100,850	31	69	...	4,111,650	4,111,650	47.46	85,500	99
100. Rockford, Ill.	85,864	347,000	925,000	225,000	1,497,000	193,900	22	52	26	1,303,100	1,128,100	13.14	3,178,590	100
101. Lawrence, Mass.	85,068	3,077,500	1,483,000	236,000	4,796,500	45,925	...	...	100	4,750,575	4,560,500	53.61	.....	101
102. Savannah, Ga.	85,024	4,206,000	323,000	200,000	4,729,000	261,500	100	...	...	4,467,500	4,267,500	50.19	391,982	102
103. Charlotte, N. C.	82,675													103
104. Berkeley, Calif.	82,109	864,240	310,000	N.	1,174,240	N.	...	...	...	1,174,240	1,174,240	14.30	261,978	104
105. Altoona, Pa.	82,054	1,407,000	4,844,500	1,458,000	7,709,500	1,222,268	38	25	37	6,487,232	5,481,901	66.81	1,287,200	105
106. Little Rock, Ark.	81,679	4,095,000	2,323,000	N.	6,418,000	18,208	100	...	...	6,399,792	6,399,792	78.35	3,274,204	106
107. St. Joseph, Mo.	80,935	4,097,000	2,622,000	N.	6,719,000	187,112	33	67	...	6,531,888	6,531,888	80.72	N.	107
108. Saginaw, Mich.	80,715	1,730,000	1,540,000	3,449,000	6,719,000	342,346	19	23	58	6,376,654	3,123,416	38.70	1,462,000	108
109. Harrisburg, Pa.	80,339	4,960,200	3,231,500	N.	8,191,700	307,066	50	50	...	7,884,634	7,884,634	98 14	506,400	109
110. Sioux City, Ia.	79,183	2,256,000	1,523,000	50,000	3,829,000	511,216	77	23	...	3,317,784	3,267,784	41.24	N.	110
111. Lansing, Mich. [34]	78,397	2,084,000	N.	4,189,900	6,273,900	637,835	16	...	84	5,636,065	1,985,226	25.32	373,000	111
112. Pawtucket, R. I.	77,149	8,784,000	3,708,000	3,215,000	15,707,000	2,917,393	87	...	13	12,789,607	9,953,706	129.02	.....	112
113. Manchester, N. H.	76,834	3,090,462	1,486,538	102,000	4,679,000	N.	...	...	...	4,679,000	4,577,000	59.57	N.	113
114. Binghamton, N. Y.	76,662	3,059,219	4,141,600	70,000	7,270,819	127,503	100	...	...	7,143,316	7,073,316	92.27	223,055	114
115. Shreveport, La.	76,655	4,931,750	1,910,000*	3,328,500	10,170,250	730	...	...	...	10,169,520	6,841,020	89.24	N.	115
116. Pasadena, Calif. [35]	76,086	4,555,969	4,302,000	1,279,481	10,137,450	174,961	...	...	...	9,962,489	8,683,009	114.12	3,468,444	116
117. Lincoln, Neb. [36]	75,933	658,758	4,139,686	200,600	4,999,044	444,482	13	42	45	4,554,562	4,554,562	59.98	2,116,318	117
118. Huntington, W. Va.	75,572	1,925,000	1,315,500	N.	3,240,500	367,611	97	...	3	2,872,889	2,872,889	38.02	.....	118
119. Niagara Falls, N. Y.	75,460	5,987,940	5,803,129	1,859,730	13,650,799	229,815	...	...	100	13,420,984	11,790,869	157.21	190,939	119
120. Winston-Salem, N. C.	75,274	11,167,034	3,758,000	3,049,966	17,975,000	416,065	60	11	29	17,558,935	14,631,426	194.38	3,180,000	120

BONDED DEBT OF 289 CITIES AS AT JANUARY 1, 1932—(Continued)

City	Census 1930	Gross Bonded Debt: General Improvement	Gross Bonded Debt: Public School	Gross Bonded Debt: Public Utility	Gross Bonded Debt: Total	Sinking Fund: Total	Sinking Fund: General improvement (per cent)	Sinking Fund: Public school (per cent)	Sinking Fund: Public utility (per cent)	Net Bonded Debt: Total	Net Bonded Debt: Excluding self-supporting	Net Bonded Debt: Per capita excluding self-supporting	Total gross special assessment debt	No.
Group IV—Continued														
Pop. 50,000 to 100,000														
121. East St. Louis, Ill	74,347													121
122. Troy, N. Y.	72,763													122
123. Quincy, Mass.	71,983	2,425,500	2,476,000	660,000	5,561,000	N.	...	..	...	5,561,000	4.901,500	68.09	106,000	123
124. Springfield, Ill.	71,864	226,000	262,500	1,342,000	1,830,500	52,118	100	...	...	1,778,382	436,382	6.07	730,400	124
125. Portland, Me.	70,810													125
126. Lakewood, Ohio	70,509	2,973,500	3,863,500	181,000	7,018,000	736,106	...	...	...	6,281,894	6,100,894	86.53	426,600	126
127. Roanoke, Va.	69,206	5,390,000	2,650,000	N.	8,040,000	1,105,922	...	...	...	6,934,078	6,934,078	100.19	N.	127
128. Springfield, Ohio	68,743	4,456,687	1,876,000	510,000	6,842,687	860,212	91	9	...	5,982,475	5,472,475	79.61	891,794	128
129. Mobile, Ala.	68,202	2,817,000	1,000,000	1,940,000	5,757,000	1,425,956	96	4	...	4,331,044	2,391,044	35.06	4,509,000	129
130. New Britain, Conn. [87]	68,128	2,340,000	3,382,000	1,740,000	7,462,000	814,332	55	9	36	6,647,668	5,199,804	76.32	N.	130
131. East Orange, N. J.	68,020	5,632,500	3,523,245	1,634,000	10,789,745	1,599,071	11	29	60	9,190,674	8,522,881	125.30	.....	131
132. Racine, Wis.	67,542	2,436,000	1,862,000	150,000	4,448,000	331,000	54	46	...	4,117,000	3,967,000	58.73	.....	132
133. Johnstown, Pa.	66,993	4,414,000	3,912,000	N.	8,326,000	929,862	49	51	...	7,396,138	7,396,138	110.40	.....	133
134. Cicero, Ill.	66,602													134
135. Atlantic City, N. J.	66,198	22,853,500	3,918,000	2,612,000	29,383,500	2,527,481	56	20	24	26,856,019	24,864,432	375.61	.....	135
136. Montgomery, Ala.	66,079													136
137. Newton, Mass.	65,276	4,235,000	2,420,000	370,000	7,025,000	857,528	96	...	4	6,167,472	5,831,870	89.34	N.	137
138. Covington, Ky.	65,252	1,131,900	810,000	1,975,000	3,917,400	3,580	...	100	...	3,913,820	1,938,320	29.71	.....	138
139. Pontiac, Mich.	64,928	3,913,250	4,113,075	1,614,000	9,640,325	917,378	...	96	4	8,722,947	7,142,963	110.01	2,092,300	139
140. Hammond, Ind.	64,560	1,054,170	1,762,500	869,000	3,685,670	122,191	69	31	...	3,563,479	2,694,479	41.74	.....	140
141. Topeka, Kans.	64,120	1,754,911	1,892,249	816,400	4,463,560	284,973	24	19	57	4,178,587	3,525,821	54.99	1,529,581	141
142. Oak Park, Ill.	63,982	1,226,750	2,647,000	.....	3,873,750	N.	...	...	.	3,873,750	3,873,750	60.54	1,901,800	142
143. Brockton, Mass.	63,797	1,565,500	403,500	1,678,200	3,647,200	677,828	...	...	100	2,969,372	1,968,000	30.85	.....	143
144. Evanston, Ill.	63,338													144
145. Passaic, N. J.	62,959													145
146. Terre Haute, Ind.	62,810	1,153,000	1,345,000	N.	2,498,000	128,572	55	45	...	2,369,428	2,369,428	37.69	.....	146
147. Glendale, Calif.	62,736	1,668,250	4,764,500	599,180	7,031,930	316,024	8	59	33	6,715,906	6,220,509	99.15	2,905,589	147
148. Charlestown, S. C.	62,265													148
149. Wheeling, W. Va.	61,659	1,216,200	10,000	2,000,000	3,226,200	363,775	11	...	89	2.862,425	1,184,782	19.22	N.	149
150. Mount Vernon, N. Y.	61,499	8,660,000	4,460,000	2,488,000	15,608,050	3,588,552	79	...	21	12,019,498	10,297,640	157.93	536,000	150
151. Davenport, Ia.	60,751	1,355,800	1,103,000	N.	2,458,800	59,097	100	.	...	2,399,703	2,399,703	39.50	601,243	151
152. Charleston, W. Va.	60,408	1,314,000	2,454,000	N.	3,768,000	636,534	73	27	...	3,131,466	3,131,466	51.84	.....	152
153. Augusta, Ga.	60,342													153
154. Lancaster, Pa.	59,949	3,895,000	3,463,000	N.	7,358,000	1,072,851	39	61	...	6,285,149	6,285,149	104.84	17,600	154
155. Medford, Mass.	59,714	1,772,100	2,015,150	433,000	4,220,250	85.084	100	...	..	4,135,166	3,702,166	62.00	.....	155
156. Hoboken, N. J.	59,261	5,565,018	3,381,635	285,000	9,231,653	1,741,611	53	43	4	7,490,042	7,282,237	122.88	131,000	156
157. Chester, Pa.	59,164	3,978,000	2,260,000	N.	6,238,000	1,332,005	39	61	...	4,905,995	4,905,995	82.92	375,200	157
158. Union City, N. J.	58,659	3,510,000	1,936,000	N.	5,446,500	670,180	82	18	..	4,776,320	4,776,320	81.43	.....	158
159. Malden, Mass.	58,036	2,856,000	1,000,000	20,000	3,876,000	288,374	100	...	...	3,587,626	3,567,626	61.47	N.	159
160. Madison, Wis.	57,899	2,696,500	3,375,000	329,000	6,400,500	75.944	100	..	...	6.324.556	5,995,556	103.55	1,353,300	160
161. Bethlehem, Pa.	57,892	2,363,900	.....	1,348,500	3,712,400	564.724	100	.	...	3,147,676	1,799,176	..	115,500	161
162. Beaumont, Texas [88]	57,732	5,160,500	2,426,638	2,729,250	10,316,388	816,380	34	23	43	9,500,008	7,123,258	130.15	N.	162
163. San Jose, Calif.	57,651													163

BONDED DEBT OF 289 CITIES AS AT JANUARY 1, 1932—(Continued)

City	Census 1930	Gross Bonded Debt: General Improvement	Public School	Public Utility	Total	Sinking Fund: Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Net Bonded Debt: Total	Excluding self-supporting	Per capita excluding self-supporting	Total gross special assessment debt	No.
Group IV—Continued														
Pop. 50,000 to 100,000														
164. Springfield, Mo.	57,527	855,000	1,872,500	N.	2,727,500	179,783	59	41	...	2,547,717	2,547,717	44.29	N.	164
165. Decatur, Ill.	57,510	481,933	1,211,000	376,000	2,068,933	384,348	33	67	...	1,684,585	1,308,585	22.75	2,469,896	165
166. Irvington, N. J.	56,733	3,629,256	4,160,150	N.	7,789,406	304,663	73	27	...	7,484,743	7,484,743	131.93	121,744	166
167. Holyoke, Mass. [39]	56,537	2,833,000	N.	1,845,000	4,678,000	226,500	...	...	...	4,451,500	2,833,000	50.11	.....	167
168. Hamtramck, Mich.	56,268	3,037,206	3,560,000	523,000	7,120,206	943,003	52	48	...	6,177,203	5,654,203	108.18	113,155	168
169. Cedar Rapids, Ia.	56,097	2,061,500	1,525,000	860,000	4,446,500	253,338	...	100	...	4,193,162	3,333,162	59.42	.....	169
170. York, Pa.	55,254	1,540,000	2,137,000	N.	3,677,000	593,765	78	22	...	3,083,235	3,083,235	55.80	N.	170
171. Jackson, Mich.	55,187	1,804,729	2,308,000	1,118,375	5,231,104	175,936	72	...	28	5,055,168	3,986,763	72.24	534,000	171
172. Kalamazoo, Mich. [40]	54,786	19,250	2,294,000	29,250	2,342,500	154,160	5	95	...	2,188,340	2,159,090	39.41	716,700	172
173. East Chicago, Ind.	54,784	1,265,000	1,563,000	2,390,000	5,218,000	309,678	4	...	96	4,908,322	2,815,102	51.39	1,210,722	173
174. McKeesport, Pa.	54,632	1,732,549	1,717,000	N.	3,449,549	119,358	12	88	...	3,330,191	3,330,191	60.96	566,196	174
175. New Rochelle, N. Y.	54,000													175
176. Macon, Ga.	53,829	986,000	1,204,000	360,000	2,550,000	N.	...	...	...	2,550,000	2,190,000	40.68	....	176
177. Greensboro, N. C.	53,569	6,615,864	871,000	2,792,858	10,279,722	336,139	85	...	15	9,943,583	9,200,509	188.22	5,045,278	177
178. Austin, Texas	53,120	4,911,500	1,254,750	257,000	6,423,250	113,064	...	...	...	6,310,186	6,053,186	113.95	N.	178
179. Highland Park, Mich.	52,959	2,668,400	3,715,000	1,207,626	7,591,026	3,228,092	76	24	...	4,362,934	3,155,308	59.58	65,000	179
180. Galveston, Texas	52,938	7,060,000	1,737,000	704,500	9,501,500	727,429	77	16	7	8,774,071	8,119,048	153.37	N.	180
181. Waco, Texas	52,848	3,095,000	1,696,700	2,631,000	7,422,700	1,353,307	47	23	30	6,069,393	3,841,545	72.69	N.	181
182. Fresno, Calif.	52,513	522,000	2,902,500	2,520,000	5,944,500	N.	...	...	...	5,944,500	3,424,500	65.21	N.	182
183. Hamilton, Ohio [41]	52,176	1,167,665	1,822,500	1,239,110	4,229,275	679,545	87	13	...	3,549,730	2,310,620	44.29	629,043	183
184. Durham, N. C.	52,037													184
185. Columbia, S. C.	51,581	2,890,000	1,610,750	692,000	5,192,750	384,080	20	58	22	4,808,670	4,199,468	81.42	191,000	185
186. Cleveland Hts. Ohio	50,945	1,802,961	7,230,500	N.	9,033,461	973,336	59	41	...	8,060,125	8,060,125	158.43	2,633,592	186
187. Port Arthur, Texas	50,902													187
188. Dearborn, Mich.	50,358	10,497,600	9,194,551*	2,398,000	22,090,151	2,983,466	76	9*	15	19,106,685	17,147,886	340.52	2,395,600	188
189. Kenosha, Wis.	50,262	412,500	2,733,000	215,000	3,360,500	N.	...	...	...	3,360,500	3,145,500	62.58	1,059,013	189
190. Asheville, N. C.	50,193													190
191. Pueblo, Colo.	50,096	703,000	1,565,000	1,405,000	3,673,000	179,805	13	12	75	3,493,195	2,223,717	44.39	1,523,300	191
GROUP V														
Pop. 30,000-50,000														
192. Pittsfield, Mass.	49,677	852,900	1,309,000	568,000	2,729,900	N.	...	...	...	2,729,900	2,161,900	43.52	74,000	192
193. Woonsocket, R. I.	49,376	7,355,000	1,205,000	1,040,000	9,600,000	1,431,368	89	6	5	8,168,632	7,202,678	145.87	N.	193
194. Haverill, Mass.	48,710	986,000	210,000	269,000	1,465,000	22,000	100	...	...	1,443,000	1,174,000	24.10	N.	194
195. New Castle, Pa.	48,674	950,000	2,310,000	N.	3,260,000	90,158	100	...	...	3,169,842	3,169,842	65.12	271,860	195
196. Everett, Mass.	48,424	1,353,500	1,225,000	119,000	2,697,500	174,656	100	...	...	2,522,844	2,403,844	49.64	285,900	196
197. Jackson, Miss.	48,282	2,744,819	1,169,041	1,026,400	4,940,260	N.	...	...	...	4,940,260	3,913,860	81.06	1,956,569	197
198. Phoenix, Ariz. [42]	48,118	2,577,500	1,731,000	5,591,000	9,899,500	315,247	48	42	10	9,584,253	8,168,500	169.76	2,265,128	198
199. Stockton, Calif. [43]	47,963	3,628,500	1,124,000	2,223,000	6,975,500	N.	...	...	...	6,975,500	4,752,500	99.09	505,049	199
200. Brookline, Mass.	47,490	1,244,025	1,177,400	346,000	2,767,425	N.	...	...	...	2,767,425	2,421,425	50.99	.....	200
201. Elmira, N. Y.	47,397	1,635,000	930,000	875,000	3,440,000	N.	...	...	...	3,440,000	2,565,000	54.12	N.	201
202. Bay City, Mich.	47,355	380,500	1,590,000	1,726,000	3,696,500	917,620	18	74	8	2,778,880	1,122,977	23.71	52,000	202
203. Berwyn, Ill.	47,027													203
204. Clifton, N. J.	46,875													204

BONDED DEBT OF 289 CITIES AS AT JANUARY 1, 1932—(Continued)

City	Census 1930	Gross Bonded Debt: General Improvement	Gross Bonded Debt: Public School	Gross Bonded Debt: Public Utility	Gross Bonded Debt: Total	Sinking Fund: Total	Sinking Fund: General improvement (per cent)	Sinking Fund: Public school (per cent)	Sinking Fund: Public utility (per cent)	Net Bonded Debt: Total	Net Bonded Debt: Excluding self-supporting	Net Bonded Debt: Per capita excluding self-supporting	Total gross special assessment debt	No.
Group V—Continued														
Pop. 30,000 to 50,000														
205. Aurora, Ill.	45,589	2,070,033	810,000	217,500	3,097,533	N.	...	...	...	3,097,533	2,880,033	61.82	2,198,435	205
206. Muncie, Ind.	46,548													206
207. Stamford, Conn.	46,346													207
208. Waterloo, Ia.	46,191	743,779	1,448,000	265,000	2,456,779	149,212	68	17	15	2,307,566	2,065,084	44.71	84,900	208
209. Chelsea, Mass.	45,816	1,603,600	746,500	104,000	2,454,100	364,155	100	...	...	2,089,945	1,985,945	43.35	N.	209
210. Lexington, Ky.	45,736	1,329,570	706,000	N.	2,035,570	507,704	100	...	...	1,527,866	1,527,866	33.41	210,816	210
211. Williamsport, Pa.	45,729	967,000	1,243,900	N.	2,210,900	559,049	45	55	...	1,651,851	1,651,851	36.12	.....	211
212. Portsmouth, Va.	45,704	5,328,600	759,000	2,950,000	9,037,600	1,599,534	34	66	...	7,438,066	5,546,136	121.35	N.	212
213. Jamestown, N. Y.[44]	45,155	1,423,157	1,770,000	948,500	4,141,657	118,911	...	...	100	4,022,746	3,193,157	70.72	905,337	213
214. Lorain, Ohio	44,512	1,193,476	1,293,500	376,000	2,862,976	245,604	80	14	6	2,617,372	2,256,631	50.70	1,043,475	214
215. Chicopee, Mass.[45]	43,930	1,074,000	423,900	598,250	2,096,150	N.	...	...	...	2,096,150	1,497,900	34.10	.....	215
216. Wichita Falls, Texas[46]	43,690	2,715,000	1,858,000	4,749,000	9,322,000	200,382	22	11	67	9,121,618	8,399,834	192.26	N.	216
217. Battle Creek, Mich.	43,573	1,800,000	1,300,000	N.	3,100,000	N.	...	...	...	3,100,000	3,100,000	71.14	N.	217
218. Perth Amboy, N. J.	43,516	2,221,000	1,935,000	2,619,000	6,775,000	828,906	10	42	48	5,946,094	3,729,114	85.70	731,500	218
219. Salem, Mass.	43,353	886,000	638,500	374,000	1,898,500	N.	...	...	...	1,898,500	1,524,500	85.16	.....	219
220. Amarillo, Texas	43,132	3,620,784	2,044,000	2,225,740	7,890,524	576,196	30	26	44	7,314,328	5,341,583	123.84	.....	220
221. Columbus, Ga.	43,131	2,127,000	677,200	195,000	2,999,200	59,840	100	...	...	2,939,360	2,744,360	63.63	40,000	221
222. Joliet, Ill.	42,993													222
223. Cranston, R. I.	42,911													223
224. Portsmouth, Ohio	42,560													224
225. Lima, Ohio	42,287	3,507,300	765,000	798,500	5,070,800	140,143	91	...	9	4,830,657	4,044,203	95.64	713,577	225
226. Council Bluffs. Ia.	42,048													226
227. Montclair, N. J.	42,017													227
228. Dubuque, Ia.	41,679	1,273,063	1,152,000	626,000	3,051,063	503,472	23	43	34	2,547,591	2,408,591	57.79	522,902	228
229. Muskegon, Mich.	41,390	1,628,000	2,611,525	441,000	4,680,525	363,300	93	...	7	4,317,225	3,903,225	94.30	777,500	229
230. Warren, Ohio	41,062	1,720,925	2,085,800	702,400	4,509,125	151,145	11	38	51	4,357,980	3,732,340	90.90	722,600	230
231. Kearny, N. J.	40,716	2,879,000	2,389,500	3,822,000	9,090,500	718,739	47	49	4	8,371,761	4,578,812	112.46	813,000	231
232. Fitchburg, Mass.	40,692													232
233. Lynchburg, Va.	40,661	2,778,056	1,039,204	1,957,250	5,774,510	1,533,682	65	...	35	4,240,828	2,816,578	69.27	N.	233
234. St. Petersburg, Fla.[47]	40,425	7,029,600	2,730,750*	3,351,000	13,111,350	1,749,938	99	1*	...	11,361,412	8,010,412	198.15	11,718,000	234
235. Poughkeepsie, N. Y.	40,288	1,313,430	1,777,650	766,000	3,857,080	82,404	94	6	...	3,774,677	3,008,677	74.68	1,790,974	235
236. Ogden, Utah	40,272	1,740,000	811,000	1,030,000	3,581,000	26,265	24	76	..	3,554,735	2,524,735	62.69	.....	236
237. Oshkosh, Wis.	40,108	283,000	801,000	329,000	1,413,000	N.	...	...	...	1,413,000	1,084,000	27.03	N.	237
238. Anderson, Ind.	39,804	474,302	755,000	31,000	1,260,302	N.	...	...	...	1,260,302	1,229,302	30.88	723,802	238
239. E. Cleveland, Ohio	39,667	1,739,550	3,228,000	44,000	5,411,550	933,761	48	52	...	4,477,789	4,433,789	111.78	599,490	239
240. La Crosse, Wis.	39,614	524,000	568,000	257,000	1,349,000	141,500	...	...	100	1,208,500	1,093,000	27.59	.....	240
241. Butte, Mont.	39,532													241
242. Sheboygan, Wis.	39,251	192,000	510,000	N.	702,000	N.	...	...	...	702,000	702,000	17.88	218,733	242
243. Waltham, Mass.	39,247													243
244. Quincy, Ill.	39,241	N.	330,000	145,000	475,000	N.	...	...	...	475,000	330,000	8.41	843,200	244
245. Meriden, Conn.	38,481	400,000	1,211,000	210,000	1,821,000	N.	...	...	...	1,821,000	1,611,000	41.86	N.	245
246. Bloomfield, N. J.	38,077	2,212,000	2,937,500	1,398,000	6,547,500	101,642	56	...	44	6,445,858	5,092,858	133.75	1,805,000	246
247. Rock Island, Ill	37,953	N.	532,000	365,000	897,000	N.	...	...	...	897,000	532,000	14.02	992,460	247

BONDED DEBT OF 289 CITIES AS AT JANUARY 1, 1932—(Continued)

City	Census 1930	Gross Bonded Debt: General Improvement	Gross Bonded Debt: Public School	Gross Bonded Debt: Public Utility	Gross Bonded Debt: Total	Sinking Fund: Total	Sinking Fund: General improvement (per cent)	Sinking Fund: Public school (per cent)	Sinking Fund: Public utility (per cent)	Net Bonded Debt: Total	Net Bonded Debt: Excluding self-supporting	Net Bonded Debt: Per capita excluding self-supporting	Total gross special assessment debt	No.
Group V—Continued														
Pop. 30,000 to 50,000														
248. Cumberland, Md.	37,747													248
249. San Bernardino, Calif.	37,481	850,750	1,683,000	296,175	2,829,925	29,336	...	100	...	2,800,589	2,504,414	66.82	N.	249
250. Green Bay, Wis.	37,415	805,000	1,147,000	894,000	2,846,000	N.	...	...	...	2,846,000	1,952,000	52.17	.....	250
251. Raleigh, N. C.	37,379													251
252. Taunton, Mass. [48]	37,355	534,800	803,000	1,191,000	2,528,800	264,578	...	...	100	2,264,222	1,337,800	35.81	341,000	252
253. Santa Monica, Calif.	37,146	1,375,000	1,831,000	1,346,750	4,552,750	N.	...	...	...	4,552,750	3,206,000	86.31	1,221,186	253
254. West New York, N. J.	37,107	1,581,168	2,315,500	N.	3,896,668	256,326	100	...	...	3,640,342	3,640,342	98.10	150,030	254
255. Hazleton, Pa.	36,765	2,023,000	1,432,000	N.	3,455,000	183,016	13	87	...	3,271,984	3,271,984	89.00	N.	255
256. Danville, Ill.	36,765	212,565	577,500	N.	790,065	N.	...	...	...	790,065	790,065	21.49	697,995	256
257. High Point, N. C.	36,745													257
258. Auburn, N. Y.	36,652	632,695	700,000	241,500	1,574,195	31,365	...	...	100	1,542,830	1,332,695	36.36	321,861	258
259. Lanesville, Ohio	36,440													259
260. Superior, Wis.	36,113	713,000	1,402,000	N.	2,115,000	163,349	34	66	...	1,951,651	1,951,651	54.04	.....	260
261. Arlington, Mass.	36,094	605,500	1,177,000	297,000	2,079,500	N.	...	...	...	2,079,500	1,782,500	49.38	.....	261
262. Norwalk, Conn.	36,019													262
263. Elgin, Ill.	35,929	895,988	287,506	110,000	1,293,494	N.	...	...	...	1,293,494	1,183,494	32.94	1,314,275	263
264. Norristown, Pa.	35,853	1,046,000		N.	1,046,000	82,770	100	...	...	963,230	963,230	...	.....	264
265. White Plains, N. Y.	35,830	4,374,395	5,941,000	1,844,800	12,160,195	187,304	44	...	56	11,972,891	10,232,840	285.59	25,506	265
266. Revere, Mass.	35,680	805,200	956,500	299,000	2,060,700	N.	...	...	...	2,060,700	1,761,700	49.38	.....	266
267. Steubenville, Ohio	35,422	482,438	974,750*	63,562	1,520,750	129,875	22	67	11	1,390,875	1,351,597	38.16	195,016	267
268. Orange, N. J.	35,399	2,525,000	1,844,500	380,000	4,749,500	987,007	44	30	26	3,762,493	3,636,159	102.72	.....	268
269. Alameda, Calif.	35,033	353,390	502,414	100,193	955,997	N.	...	...	...	955,997	855,804	24.43	N.	269
270. Lewiston, Me.	34,948	680,500	560,000	391,500	1,632,000	225,000	100	...	...	1,407,000	1,015,500	29.06	.....	270
271. Watertown, Mass.	34,913	660,000	1,226,000	61,000	1,947,000	N.	...	...	...	1,947,000	1,886,000	54.02	N.	271
272. Amsterdam, N. Y.	34,817	628,320	2,163,500	69,000	2,860,820	161,580	89	8	3	2,699,240	2,635,411	75.69	63,774	272
273. West Allis, Wis.	34,671	1,289,400	1,158,000	N.	2,447,400	N.	...	...	...	2,447,400	2,447,400	70.59	.....	273
274. New Brunswick, N. J.	34,555	2,248,000	1,479,000	1,274,000	5,001,000	N.	...	...	...	5,001,000	3,727,000	107.86	448,000	274
275. Easton, Pa.	34,468	2,395,200	2,109,000	N.	4,504,200	807,705	54	46	...	3,696,495	3,696,495	107.24	550,000	275
276. Plainfield, N. J.	34,422	2,798,000	2,120,000	N.	4,918,000	208,767	100	...	...	4,709,233	4,709,233	136.81	536,000	276
277. Newport News, Va.	34,417	2,423,500	1,011,000	3,139,000	6,573,500	698,256	100	...	...	5,875,244	2,736,244	79.50	N.	277
278. Santa Barbara, Calif.	33,613	1,617,575	1,804,550*	715,500	4,137,625	81,851	71	...	29	4,055,774	3,363,868	100.08	.....	278
279. Paducah, Ky.	33,541	1,277,000	274,000	2,279,000	3,830,000	213,991	84	16	...	3,616,009	1,337,009	39.86	1,030,825	279
280. Mansfield, Ohio	33,525	903,425	1,097,000	169,000	2,169,425	196,723	100	...	...	1,972,702	1,803,702	53.80	313,550	280
281. Waukegan, Ill.	33,499	230,000	570,500	1,200,000	2,000,500	31,187	93	...	7	1,969,313	771,396	58.79	3,628,788	281
282. Norwood, Ohio	33,411	1,856,904	1,274,000	244,375	3,375,279	986,895	100	...	...	2,388,384	2,388,384	71.48	101,029	282
283. Sioux Falls, S. Dak. [49]	33,362	700,000	1,382,000	290,000	2,372,000	1,060,620	9	80	11	1,311,380	1,144,112	33.30	N.	283
284. Colorado Springs, Colo. [50]	33,237	723,000	1,100,000	2,373,000	4,196,000	550,000	100	...	...	3,646,000	1,273,000	38.30	325,300	284
285. Elkhart, Ind.	32,949	158,000	830,000	1,235,000	2,223,000	90,361	28	19	53	2,132,639	949,492	28.70	.....	285
286. Kokomo, Ind.	32,843	123,500	554,500	N.	678,000	N.	...	...	...	678,000	678,000	20.64	.....	286
287. Laredo, Texas	32,618	807,000	372,000	N.	1,179,000	124,706	62	38	...	1,054,294	1,054,294	32.32	.....	287
288. Tucson, Ariz.	32,506	1,854,783		959,950	2,814,733	562,832	...	...	...	2,251,901	1,291,951	...	1,178,083	288
289. Richmond, Ind.	32,493	286,500	730,000	N.	1,016,500	35,310	100	...	...	981,190	981,190	30.20	.....	289
290. Rome, N. Y.	32,338	581,000	858,500	188,000	1,627,500	N.	...	...	...	1,627,500	1,439,500	44.51	245,586	290

BONDED DEBT OF 289 CITIES AS AT JANUARY 1, 1932—(Concluded)

City	Census 1930	Gross Bonded Debt				Sinking Fund				Net Bonded Debt				
		General Improvement	Public School	Public Utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting	Total gross special assessment debt	No.
Group V—Continued														
Pop. 30,000 to 50,000														
291. Wilmington, N. C.	32,270	2,414,700	1,148,000	819,000	4,381,700	276,400	...	89	11	4,105,300	3,317,961	102.82	1,181,500	291
292. Moline, Ill.	32,236	N.	535,000	N.	535,000	N.	.	.	...	535,000	535,000	16.60	264,872	292
293. Watertown, N. Y.	32,205	1,071,635	1,615,800	928,000	3,615,435	189,226	54	46	...	3,426,209	2,498,209	77.57	174,921	293
294. Muskogee, Okla.	32,026	2,295,093	1,205,000	874,000	4,374,093	2,281,541	46	24	30	2,092,552	1,910,952	59.67	500,000	294
295. Meridian, Miss.	31,954													295
296. Pensacola, Fla.[51]	31,579	2,398,000	611,000	775,000	3,784,000	614,328	100	.	...	3,169,672	3,169,672	100.37	.....	296
297. Nashua, N. H.	31,463	1,305,500	530,500	N.	1,836,000	315,275	83	17	...	1,520,725	1,520,725	48.33	N.	297
298. Fort Smith, Ark.	31,429	622,000	961,000	1,033,500	2,616,500	127,859	81	...	19	2,488,641	1,479,578	47.08	134,600	298
299. Port Huron, Mich.	31,361	1,073,814	634,000	251,000	1,958,814	7,438	100	...	...	1,951,376	1,700,376	54.22	513,309	299
300. Newburgh, N. Y.	31,275	912,188	1,157,848	741,231	2,811,307	99,698	...	...	...	2,711,609	1,970,378	63.00	.....	300
301. Marion, Ohio	31,084	970,215	1,271,000	N.	2,241,215	N.	...	...	...	2,241,215	2,241,215	72.10	129,209	301
302. Bloomington, Ill.	30,930	265,000	20,000	1,471,000	1,756,000	56,250	100	...	...	1,699,750	228,750	7.40	513,000	302
303. Hagerstown, Md.	30,861	2,583,000	876,000	2,757,000	6,216,000	N.	...	...	...	6,216,000	3,459,000	112.08	N.	303
304. Bellingham, Wash.	30,823	565,000	N.	386,500	951,500	N.	...	...	...	951,500	565,000	18.33	658,783	304
305. Baton Rouge, La.	30,729	2,965,900	.....	N.	2,965,900	N.	...	...	...	2,965,900	2,965,900	....	N.	305
306. Newark, Ohio	30,596	795,777	980,850*	369,000	2,145,627	79,895	100	...	..	2,065,732	1,696,732	55.46	174,669	306
307. Everett, Wash.	30,567	189,000	396,000*	2,246,500	2,831,500	377,884	...	4	96	2,453,616	567,397	18.56	....	307
308. Santa Ana, Calif.	30,322	601,475	1,653,000	191,705	2,446,180	139,131	17	76	7	2,307,049	2,125,405	70.09	1,699,575	308
309. Alton, Ill.	30,151	326,000	....	N.	326,000	N.	...	...	...	326,000	326,000	....	656,000	309
Canadian Cities														
1. Montreal, Que.	810,925	135,499,170	23,729,000	43,486,923	202,715,093	24,712,335	86	14	...	178,002,758	134,515,835	192.30	46,335,036	1
2. Toronto, Ont.[52]	627,582	53,851,965	29,050,953	90,788,889	173,691,807	23,950,117	29	21	50	149,741,690	71,016,554	113.16	16,762,233	2
3. Vancouver, B. C.	245,307	43,220,985	10,548,146	6,106,554	59,875,715	13,493,720	75	16	9	46,381,995	41,651,296	169.79	8,418,842	3
4. Winnepeg, Man.[53]	217,587	10,239,982	8,250,000	34,557,757	53,047,739	18,370,105	34	13	53	34,677,634	9,890,529	45.46	12,694,040	4
5. Hamilton, Ont.[54]	154,914	13,029,634	5,211,066	8,106,591	26,347,291	4,200,190	38	13	49	22,147,101	16,107,164	103.97	2,222,125	5
6. Quebec, Que.	129,103	18,456,318	6,084,000	5,741,500	30,281,818	2,525,679	55	33	12	27,756,139	22,324,581	172.92	.....	6
7. Ottawa, Ont.[55]	124,988	10,067,067	3,976,445	4,729,931	18,773,443	5,603,342	49	18	33	13,170,101	10,302,071	82.42	2,558,786	7
8. Calgary, Alta.[56]	83,362	10,950,759	3,200,617	11,352,995	25,504,371	11,740,860	61	..	39	13,763,511	7,036,465	84.41	5,492,563	8
9. Edmonton, Alta.[57]	78,829	21,484,167	4,151,767	11,867,644	37,503,578	11,865,154	45	4	51	25,638,425	19,781,502	250.94	4,573,302	9
10. London, Ont.[58]	71,022	3,292,934	2,207,610	4,264,610	9,765,154	1,798,129	33	26	41	7,967,025	4,433,510	62.42	2,037,861	10
11. Windsor, Ont.[59]	62,957	6,170,913	4,393,904	3,197,197	13,762,014	201,084	...	61	39	13,560,930	10,441,567	165.85	.....	11
12. Halifax, N. S.	58,939													12
13. St. John, N. B.[60]	55,000	1,818,469	1,753,500	4,623,692	8,195,661	3,344,765	81	15	4	4,850,895	.....	..	44,766	13
14. Regina, Sask.[61]	53,034	7,488,008	3,055,562	7,102,765	17,646,335	5,386,062	41	15	44	12,260,273	6,864,651	129.44	657,132	14
15. Saskatoon, Sask.[62]	43,025	5,352,249	2,924,273	4,803,736	13,080,258	3,674,297	40	10	50	9,405,961	6,449,295	149.90	2,831,089	15
16. Victoria, B. C.	38,441	10,524,668	1,354,949	3,810,424	15,690,041	3,688,521	57	26	17	12,001,520	8,837,127	229.89	22,759	16
17. Three Rivers, Que.[63]	35,195	4,277,515	2,198,400	1,512,390	7,988,305	1,145,794	80	5	15	6,842,511	5,496,110	156.16	2,163,295	17

*=Estimated. N.=None.

[1] *New York City.* Gross debt includes $76,700,000 corporate stock notes issued in anticipation of sale of corporate stock; utility bonds include subways, $722,209,889, and dock and ferry, $171,141,704; sinking funds not separately reported.

[2] *Chicago.* General bonds include sanitary district bonds, $92,041,290, 86 per cent of the total debt of the district, based upon the proportion of taxable values within the city. The debt reported does not include county, $33,671,900, or forest preserve district (co-extensive with county) bonds, $15,380,000; 83.89 per cent of the taxable values of the county are within the city. Utility bonds include street lighting, $7,880,000.

[3] *Philadelphia.* General bonds include utility debt, not separately reported. There is no county debt. Self-supporting debt is estimated.

[4] *Detroit.* Utility bonds include street railway, $34,207,000 and lighting $22,437,000.

[5] *Los Angeles.* Debt reported excludes flood control, $7,883,470, based upon the proportion of 60 per cent of the flood control district valuation in the city; utility bonds include light and power, $36,631,000, and harbor, $22,391,500; school bonds are issued by the county, the amount reported being the city's prorated share based upon the valuation, 87.55 per cent of total.

[6] *Cleveland.* Utility bonds include light and power, $6,165,000.

[7] *Boston.* Utility bonds include rapid transit, $57,478,700, and traffic tunnel, $7,050,000. County debt, which is paid by the city, not included.

[8] *San Francisco.* Utility bonds include power, $16,500,000, and street railway, $2,403,000.

[9] *Milwaukee.* General bonds include metropolitan sewerage area bonds, $17,763,087, based upon the proportion of the area valuation in the city.

[10] *Minneapolis.* Utility bonds include electric light, $50,000, market. $22,000, and river terminal, $688,000.

[11] *New Orleans.* General bonds include water, sewerage and drainage, $26,784,000; utility bonds are Public Belt Railroad $3,000,000. Debt reported does not include New Orleans levee didstrict bonds, $13,064,000, nor port of New Orleans bonds, $40,112,000, which are agencies of the state.

[12] *Cincinnati.* Utility bonds include rapid transit, $6,100,000, airport, $876,000, and Cincinnati Southern Railway, $21,832,000; the annual rental revenues of the railway are in excess of its debt charges, being equivalent to debt charges on $10,000,000 general four per cent bonds.

[13] *Newark.* Utility bonds include street railway, $8,000,000, and dock, $15,436,000.

[14] *Seattle.* Utility bonds include light and power, $31,424,000, and street railway, $10,038,400.

[15] *Indianapolis.* General bonds include park district, $3,223,720, and sanitation district, $3,414,500.

[16] *Jersey City.* Utility bonds include dock, $251,000. Debt reported does not include tax revenue bonds, $16,700,000, with sinking fund of $5,546,116.

[17] *Louisville.* The city sinking fund owns the entire capital stock of the Louisville water company, estimated to be worth more than $25,000,000.

[18] *Portland.* General bonds include dock, $7,834,800, and city's portion (93.39 per cent) of port, $3,417,140; utility bonds include golf, $128,000; school bonds are 97.27 per cent of total as city's portion. The city's portion (91.04 per cent) of county debt, $11,903,390, is not included.

[19] *Columbus.* Utility bonds include light and power, $1,950,000.

[20] *Denver.* Utility bonds include city's portion of Moffat tunnel, $13,613,600.

[21] *Oakland.* Utility bonds include harbor, $7,193,000, and city's portion (56.8 per cent) of water district bonds.

[22] *Omaha.* Utility bonds include gas, $5,535,000.

[23] *Dayton.* Debt reported does not include city's portion of Miami flood conservancy district.

[24] *Richmond.* Utility bonds include light and power, $300,000, and gas, $3,349,550.

[25] *Nashville.* Utility bonds include light and power, $204,000; sinking fund not separated.

[26] *Long Beach.* Utility bonds include gas, $3,822,000.

[27] *Norfolk.* Utility bonds include dock, $6,420,048; general sinking fund includes school.

[28] *Jacksonville.* Utility bonds include light and power, $1,637,500, street railway, $155,000, and dock and terminal, $2,325,000.

[29] *Kansas City, Kansas.* Utility bonds include light and power, $2,565,000.

[30] *Miami.* Utility bonds include street railway, $1,035,000.

[31] *Tacoma.* Utility bonds include light and power, $8,941,000, street railway, $348,000, and garbage, $91,000.

[32] *Wilmington.* Utility bonds include harbor, $2,650,000.

[33] *Lynn.* General debt and sinking fund includes school.

[34] *Lansing.* Utility bonds include light and power, $3,009,900.

[35] *Pasadena.* Utility bonds include light and power, $414,925.

[36] *Lincoln.* Utility bonds include light, $100,000.

[37] *New Britain.* Utility bonds include subways for wires, $410,000.

[38] *Beaumont.* Utility bonds include wharves, $1,790,750.

[39] *Holyoke.* Utility bonds include gas and electric, $1,179,000, and Holyoke and Westfield Railroad, $157,000; utility sinking fund is Holyoke and Westfield stock offsetting the bonds.

[40] *Kalamazoo.* Utility bonds include light and power, $21,000.

[41] *Hamilton.* Utility bonds include light and power, $637,000, and gas, $291,110.

[42] *Phoenix.* Utility bonds include street railway, $720,000.

[43] Stockton. Utility debt is deep water harbor.

[44] *Jamestown.* Utility bonds include light and power, $144,000, and market, $24,500.

[45] *Chicopee.* Utility bonds include light and power, $41,250.

[46] *Wichita Falls.* Utility bonds include irrigation district, $4,003,000.

[47] *St. Petersburg.* Utility bonds include light and power, $535,000, street railway, $1,631,000, and gas, $1,185,000; general sinking fund includes utility.

[48] *Taunton.* Utility bonds include light and power, $577,000, and street railway, $8,000.

[49] *Sioux Falls.* Utility debt includes light and power, $50,000.

[50] *Colorado Springs.* Utility bonds include light and power, $1,458,000; school debt reported is for district larger than the city.

[51] *Pensacola.* Utility debt includes wharves, $400,000.

[52] *Toronto.* Utility debt includes light and power, $27,416,533, street railway, $34,671,293, abattoir, $304,000, exhibition buildings, $2,866,967, Royal Winter fair, $1,756,814, housing $512,000, ferries, $112,000, school debt includes separate (Roman Catholic) school board, $2,415,000.

[53] *Winnipeg.* Utility bonds include light and power, $23,727,000, steam heating, $1,500,000, housing, $2,650,000.

[54] *Hamilton.* Utility bonds include light and power, $3,474,312.

[55] *Ottawa.* Utility bonds include light and power, $936,488.

[56] *Calgary.* Utility bonds include light and power, $3,037,871, street railway, $2,815,096, and hospitals, $325,095.

[57] *Edmonton.* Utility bonds include light and power, $3,162,408, street railway, $2,987,265, and telephone, $2,413,404.

[58] *London.* Data as at January 1, 1931; utility bonds include light and power, $1,100,601, electric railway, $1,798,557, and housing, $206,284.

[59] *Windsor.* Utility bonds include light and power, $1,301,482, and housing, $1,011,799.

[60] *St. John.* Utility bonds include light and power, $770,288, ferry, $234,800, market, $70,000, and housing, $26,733.

[61] *Regina.* Utility bonds include light and power, $2,380,475, and street railway, $2,044,018.

[62] *Saskatoon.* Utility bonds include light and power, $2,181,447, and street railway, $1,736,419.

[63] *Three Rivers.* Utility bonds include ferry, $184,265.

PROPORTIONAL REPRESENTATION

EDITED BY GEORGE H. HALLETT, JR.

Continuing the Proportional Representation Review

Foreword.—Now that the work of the Proportional Representation League is happily merged with that of the National Municipal League, this department will continue from month to month the news notes of the proportional representation movement throughout the world which have been appearing in the quarterly *Proportional Representation Review*. Longer articles relating to "P. R." will appear from time to time in the body of the magazine.

* * *

What P. R. Is and Where It Is Used.—For the benefit of any readers of the National Municipal Review who are not already familiar with the subject a brief description may be in order.

Proportional representation is a method of electing representative bodies which gives every group of like-minded voters the same share of the members elected that it has of the votes cast.

It is applicable to the elections of Congress, state legislatures, county commissions, city and town councils, school boards, and the boards, committees, and delegates of private organizations.

P. R. insures both majority rule and minority representation. It does this by giving each voter a single vote in a district electing several members. Each member is elected by a separate quota of votes and each group can elect as many members as it polls quotas.

What is generally considered in English-speaking countries the best form of P. R., the Hare system or single transferable vote, allows the voter to express alternative choices so that his vote will not be wasted on a candidate who does not need it or cannot use it. It eliminates all need of primaries. A detailed description of this plan will be sent to anyone who wants it.

P. R. is now used in the following places (those underlined use the Hare system, the others "list" systems, which give substantially the same representation to organized parties but do not allow the same freedom in the choice of individual candidates):

For municipal councils in Cincinnati, Hamilton, Ohio; Boulder, Colorado; Winnipeg, Calgary, West Vancouver, St. James, Manitoba; Dublin, Cork, Christchurch, New Zealand; Armidale, New South Wales; Berlin, Hamburg, Vienna, Budapest, Amsterdam, Rotterdam, Copenhagen, Stockholm, Oslo, Geneva, Zürich, Berne, and hundreds of other municipalities in the countries listed below.

For all important public elections, of representatives in the Irish Free State, Germany, Austria, Denmark, Sweden, Norway, the Netherlands, Luxemburg, Bulgaria, Saar Valley, and Cuba.

For parliamentary elections in the foregoing countries and in Malta, Belgium, Switzerland, Czecho-Slovakia, Poland, Finland, Iceland, Esthonia, Latvia, Lithuania, Danzig, and San Marino.

For some members of parliament in Great Britain, Northern Ireland, South Africa, India, Costa Rica, Portugal, Hungary, and Uruguay.

For provincial elections in most of the countries listed above and in part of Manitoba, part of Alberta, Tasmania, and part of Argentina.

For school boards throughout Scotland.

In this country it has been used for public elections only in connection with the city manager plan. This combination is usually urged by advocates of P. R. because the full benefits of a representative council can hardly be expected if the administration is under a separately elected mayor not under the council's control. It is also urged by many advocates of the manager plan because the full benefits of an appointive professional executive can hardly be expected if the executive is appointed and controlled by a council that is not representative of the whole electorate but of some minority political machine.

* * *

Michigan Democrats Launch P. R. Campaign.—Under the leadership of W. I. McKenzie, Detroit attorney, the Democratic party of Michigan, at its convention in Saginaw on April 13 and 14, voted unanimously to attempt to amend the state constitution so as to elect the lower house of the state legislature by P. R. and authorize the use of P. R. for municipal elections. If the legislature refuses to submit the amendment voluntarily, the plan is to invoke the initiative provisions of the constitution so as to bring the amendment to a vote in the spring of 1933. A committee to carry on an educational campaign has been appointed.

The Michigan Democratic party regularly polls a large vote, sometimes as high as forty per cent of the total, but for many years has had the merest handful of representatives at Lansing. The party hopes to gain the assistance of enough fair-minded Republicans and independents to assure it in one house a representation commensurate with its voting strength. There are, of course, members of the majority party who prefer a two-party to a one-party system and believe the state and the party itself would gain through the restoration of a real opposition.

The part of the amendment dealing with local elections would undo the adverse decision of the state supreme court rendered in 1920, declaring the use of P. R. in Kalamazoo unconstitutional.

Readers of the *P. R. Review* will remember that in the one other state in which P. R. has been held unconstitutional, California, authorizing amendments are also to be voted on. The California legislature at its last regular session voted to submit to the voters at the regular election this fall two amendments to legalize the use of P. R. for cities and counties.

* * *

The Pennsylvania Campaign Continues.—The Municipal Charter Committee of Pennsylvania, organized last year by the Proportional Representation League under the chairmanship of Dr. J. Horace McFarland of Harrisburg "to make optional for Pennsylvania municipalities the proportional representation-manager plan of government," reports promises of support for such legislation from over three hundred of the candidates for nomination to the legislature at the April 26 primaries.

The plan sponsored by the committee is the plan of government now in use in Cincinnati and recommended in the model city charter of the National Municipal League. Bills to make it available for all cities by popular vote were introduced in the last regular session of the house by the administration floor leader, D. Glenn Moore. The bill applying to Philadelphia was killed in committee, in spite of strong popular support, through the opposition of the Philadelphia organization; but the bill applying to Pittsburgh and smaller cities was debated for an hour on the floor of the house and defeated by the close vote of 103 to 91.

The Municipal Charter Committee recently sent to all the legislative candidates a letter ending with the following question: "Will you, if elected, support and vote for legislation to make the city manager plan and proportional representation optional for all cities and boroughs?"

Nearly all of the answers received were definitely in the affirmative. A few were more or less noncommittal. None of the opponents of the plan answered.

Twenty-one of the answers came from members of the present house. Enough of these were promises of support from members recorded as absent or voting against the Moore bill to wipe out completely the margin by which that bill was defeated.

The senate was not put on record at the last session and most of its present members avoided answering the committee's letter. Senators Harris of Allegheny and Woodward of Philadelphia, however, have repeatedly in-

dicated their support of such optional legislation, and Representatives Batchelor of Beaver and Zeisenheim of Erie, who are now running for the senate, supported the Moore bill in the house. Peter Graff, 3rd, running without opposition in Armstrong and Butler Counties, sent in a definite promise of support.

* * *

New York Organizations Endorse P. R. and the Manager Plan.—Following the recent declarations of Judge Samuel Seabury in favor of proportional representation and "some plan which will make it possible for the administrative functions of the city to be performed exclusively by competent administrators who will be free from political control," the executive committee of the New York Committee of One Thousand adopted on May 4 the following statement of the policy and purposes of the Committee:

To inform the voters and citizens of New York City that there is a way whereby they may emancipate themselves from the disgraceful conditions shown to exist in the city by the Seabury investigation.

To point out this way—that it is possible for a majority of the eligible voters of New York City, as opposed to Tammany's small minority of 26 per cent, to bring about the city manager form of government and the method of voting known as proportional representation, and to take the lead in the accomplishment of this aim.

Further, to point out how under the city manager form of government and proportional representation, a majority of the voters if they want good government—clean, modern, efficient and humane—and at a cost considerably below the present, may *permanently* obtain it.

To prove that a majority of the electorate *do* want good government, and that once assured that under the city manager plan and proportional representation they may obtain it, they will come to the polls and vote for it.

In the meantime, to obtain the best possible administration for the city by preparing to support in the 1933 city election a nonpartisan ticket of candidates of the highest integrity committed to this program and a no-spoils system of government.

The committee has already arranged 62 talks on P. R. and the manager plan this spring by Walter J. Millard, field secretary of the National Municipal League and of the P. R. League, and put 43 other speakers on the platform also for an average of three meetings apiece in its energetic attempt to put its program into effect.

The Leagues of Women Voters of the five boroughs comprising New York City—Manhattan, Bronx, Brooklyn, Queens and Richmond—have put P. R. and the manager plan on their active programs.

* * *

Kansas City Citizens' League.—After a demonstration of proportional representation by its secretary, Nat Spencer, the board of directors of the Citizens' League of Kansas City, Missouri, voted unanimously on April 4 to make the adoption of P. R. in Kansas City one of the projects of the League. The League has already published an exceptionally good series of educational statements on the subject.

* * *

Wellesley, Mass.—Upon petition of John R. Nichols of Wellesley, Representative Williams of Wellesley introduced in this year's session of the Massachusetts legislature a well-drafted bill (House No. 818) to enable towns operating under representative town meeting government to elect their representative town meetings by proportional representation. A hearing was held on February 17 before the Committee on Towns, at which Mr. Nichols was supported by George R. Nutter, who after collecting evidence from all parts of the world recommended P. R. for Boston as a member of the Boston Charter Revision Commission in 1924. The Wellesley *Townsman* printed a series of well-written articles by Mr. Nichols in support of his proposal.

* * *

P. R. to Return in Greece.—The Greek Chamber in its session of April 14 has passed in third reading the bill establishing the system of proportional representation, and following the surely favorable vote of the senate, this measure becomes the law, in accordance with which elections will be held in Greece next summer or perhaps in early autumn. This information has been cabled to me by my Athens correspondent.

P. R. was adopted for the first time in Greece in the elections of November 7, 1926, following the overthrow by General Kondylis of the Pangalos dictatorship. The result of that election, coming after a decade of intense political strife in the country, was a more even and a more equitable division of power between all the political parties than Greece

had seen up to that time. The measure was put into application with great difficulty and in the face of very serious opposition by the Royalist party of that time and the Popular party of today. It resulted in the formation of a strong coalition cabinet, in which the former bitter opponents found themselves coöperating in the friendliest spirit. The result of that coöperation was first the political pacification of the country, and eventually its financial stabilization.

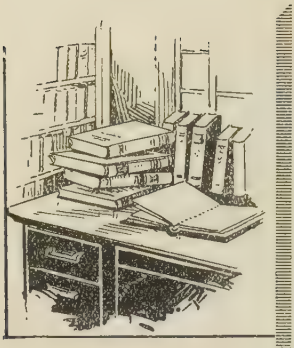
The coalition cabinet was overthrown by the return to active politics of Mr. Venizelos, the titular head of the Liberal party, who disapproved of the policy of the de-facto leader of the Liberals, Mr. Kafandaris. The Chamber was dissolved in 1928, and new elections held on August 19, 1928, in accordance with the old plurality system, reinstated by Mr. Venizelos with the approval of the then president of the Republic Admiral Koundouriotis. The result was that Mr. Venizelos received an overwhelming majority at the polls, electing 225 of his partisans, against 25 of the opposition in a total of 250 deputies. The opposition in some cases had polled a heavy vote, but an absolute majority of a few votes was sufficient to give the seat to Mr. Venizelos, whereas his opponents were deprived of a representation more in accordance with the vote they polled.

The Venizelos government has been in absolute control ever since, but the omnipotence of the Liberal party in Parliament has proved to have injured its interests, and the acute disproportion between government and opposition forces in Parliament was anything but helpful to the country, as it brought about a parliamentary dictatorship, which falls today under its own weight.

The economic crisis under which the country is now passing, and the necessity in which Greece finds itself today to present a united front to the outside world from which any financial help in the form of loans must come, has forced Mr. Venizelos himself to call for the creation of a Coalition Cabinet. This the opposition has refused to accept until a new election brings about a better balance of power between the several political parties of the Chamber.

It was found that such an evenly balanced Parliament can only be secured by the electoral system of P. R. Dr. Alexander Papanastassiou, its orignial sponsor and leader of the party of Democratic Union, introduced the new bill just passed by all parties except the Popular. Mr. Venizelos himself has accepted P. R. and the new elections will be held in accordance with it.

The Popular party's objections in the main are that the Liberal party is so weakened in Greece that a general election under the Plurality system is most likely to turn the tables against it in 1932, as the Liberals turned them against the Populists in 1928. Whether this view is based on a strong foundation is hard to say at this moment. What is, however, eagerly hoped for by the majority of the Greek people is that P. R., by bringing into Parliament a more genuine expression of the people's will, will help the formation of a strong National Coalition government such as is now needed in that country. Such a National Coalition will have greater freedom of action, it is said, and will be in a position to assume an even larger share of the responsibility of running the country than any single party could do, even if it had the parliamentary power to establish a legislative and governmental dictatorship.—Adamantios Th. Polyzoides, Editor, *Atlantis Greek Daily,* New York.



RECENT BOOKS REVIEWED

SERVICE RATINGS. By J. B. Probst. Chicago: Technical Bulletin Number 4, jointly by the Bureau of Public Personnel Administration and the Civil Service Assembly of the United States and Canada, 1931. 94 pp. $3.60.

This manual summarizes the essential details of the Probst Service Report and seeks to demonstrate by statistical exhibits its marked effectiveness in rating practically all classes of governmental employees. The presentation of the material is concise, interesting, and pointed. The author has condensed the results of experimentation and analysis into relatively few pages and yet has maintained the atmosphere of an enthusiastic classroom demonstration. The discussion of the types and qualifications of other rating plans is, however, far too brief for anyone seeking a balanced knowledge of the subject.

The whole problem of rating employees is so complex and important in public personnel work that it is to be regretted that the monograph has failed to take an unusual opportunity to discuss objectively the fundamental problems of all rating, *including* the Probst system. The determination and evaluation of character traits, habits, and potentialities of individual employees in relation to particular jobs are so essential to any branch of personnel management, and yet such fine arts, that one is surprised to find but little treatment of their intricacies. The reader receives the impression that the serious difficulties involved are relatively unimportant now that an almost universally valid technique has been discovered.

The claims for the Probst system in the report are too likely to lead to the assumption on the part of some supervisors that an easy and effective method of rating is now available which eliminates much of the hard thinking and sustained attention that should be given to the selection and development of personnel. The absence of the explanations of items more usual in rating sheets increases the danger of too easy judgment. Expressions such as "usually reliable" and "accepts responsibility" still involve so much variation in interpretation that their use as a basis for finely measured ratings should be carefully safeguarded even though this complicates an otherwise simple system.

The great flexibility claimed for the Probst system in its use for such varied groups as laborers, clerks, nurses, and engineers suggests that it may be too flexible. A certain rigidity of standards is necessary if the ratings are to be used outside of the single group. The neat frequency curves obtained in plotting the results of tests for various groups and cities show more that the system adapts itself readily to the assumption on the part of supervisors that most of their subordinates are satisfactory than that any objective standard has been established between groups.

A supervisor should be encouraged and assisted in analyzing the good and bad points of each employee under him and, as an aid, be required to put his analysis on paper. However, to relieve the supervisor of the responsibility of judging a man's whole fitness for the job at hand or in prospect and to rely in great measure on a piecemeal checking of individual traits later assembled in a standardized manner carries public personnel administration another step toward the robot stage.

The Probst rating system is an outstanding contribution to the development of rating systems. The claims made for it in this report, however, may prevent its use by those who have seen the slow evolution required in most scientific progress and divert

its application into the hands of administrators seeking an easy solution for a necessarily difficult problem.

J. Douglas Brown.
Director, Industrial Relations Section,
Princeton University.

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Planning For Residential Districts. Vol. I, Publication of the President's Conference on Home Building and Home Ownership, Washington, D. C., 1932. $1.15.

The President's Conference on Home Building and Home Ownership brought together as never before leaders in all fields concerned in any way with housing, with a resulting broadening of understanding and correlating of points of view that is invaluable as a basis for further progress. The interlocking relationships of city and regional planning with housing, each of which may seem in turn merely a portion of the other subject, depending upon one's direction of approach, was borne out in the discussions of many of the largest aspects of the housing problem, such as the distribution of population, country-wide and metropolitan decentralization of industry, and the prevention and rehabilitation of slums, as well as in the more direct designing and control of residential districts.

City planners participated in the deliberations on all these matters by various committees of the Conference, but it is perhaps fortunate that the first final volume of committee reports to appear should be devoted to the concrete matters of the immediate environment of the home: residential neighborhood planning, zoning, utilities and landscape planning and planting. "Good housing is dependent first of all on good surroundings."

For the first time since the report of the United States Housing Corporation at the close of the recent war, the latest advances in technique in all these matters have been thoroughly checked over and consolidated to form an up-to-date guide to planning neighborhood units, block and lot layout, and the treatment of streets and lots. With the engineering, social and aesthetic possibilities so clearly set forth, President Hoover's foreword sharply defines the issue: "The next great lift in elevating the living conditions of the American family must come from a concerted and nation-wide movement to provide new and better homes." Will this movement be strong enough to wrest these gains from the exploiters of things as they are?

Arthur C. Comey.

* * *

Uniform Special Assessment Law. Prepared by a Committee of the Investment Bankers Association of America, 1931. 42 pp.

The document represents an attempt to draft a law to give maximum protection to the investor in special assessment bonds. It can hardly be regarded as a "model" for adoption generally. Among the questionable features of the draft are the following:

1. Bonds must be issued to mature at least one year after special assessment installments are due. The delay is for the purpose of levying a tax to pay the bonds if special assessments are delinquent. The original borrowing must cover the added interest for the prolonged period. Bonds are to be the obligations of the city.

2. There is no provision for temporary financing, and bonds must be authorized or issued before the contract for construction can be let.

3. Public improvements may not be constructed if taxes are delinquent to the extent of ten per cent in the benefit district or fifteen per cent in the city, and if special assessments are delinquent to the extent of fifteen per cent in the benefit district or twenty per cent in the city. This provision is probably harmless, but is faintly reminiscent of the padlock which arrived after Dobbin departed. Owners of fifty-one per cent of the property in a proposed benefit district can by petition veto an improvement. Where ownership is concentrated this would stimulate bargaining wth the council for a more favorable division of cost, and might stop necessary improvements.

4. No assessment may be levied against a parcel which will bring the total of assessments for all purposes during the last ten years to an amount in excess of the present assessed valuation. The city must pay the excess. This restriction would probably prevent the proper assessment of parcels which are most highly benefited by major improvements.

5. The council is required to lay out the

assessment district and fix its share of the cost by the initial resolution before the council has consulted engineer, planner, or assessor regarding probable benefit.

6. Public hearings on the resolution must be before the council—an impossible burden in large cities. An administrative tribunal is quite competent to conduct public hearings.

7. Assessments for street paving must be made according to abutting frontage, and the council must adopt a rule for reducing the assessments against corner lots. The first provision makes the second necessary.

The notes to certain sections are to be commended for calling attention to sound advice received but not embodied in the draft.

GEORGE A. GRAHAM.

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THE MISSOURI COUNTY COURT. *A Study of the Organization and Functions of the County Board of Supervisors in Missouri.* By William Leonard Bradshaw. Columbia: The University of Missouri Studies, vol. VI, No. 2, April 1, 1931. $1.25.

Contrary to the prevailing trend in book nomenclature, the scope of this work is broader than its modest title indicates. The author, after his introductory chapter on the legal status of the county in Missouri, deals in turn with the personnel of the county court, the county clerk, judicial functions of the county court and its coördinating and supervisory functions. The intricate problems of county taxation and finance, roads and bridges, charities and health, are handled in the latter portion of the work.

Mr. Bradshaw's book is more than a compilation of statutes, court decisions and state reports on county government in Missouri. The author has done field work in thirty-three selected counties of the one hundred and eleven rural counties in the state. He does not hesitate to tell what is wrong.

Suggestions for improving conditions were only a secondary purpose of the study, but they are none the less valuable. Benefit assessment districts, special road districts, and township organization, which still exists in twenty-four counties, "should be abolished either by the voters themselves or by law." The "judges" of the county court are generally mature men who have made a success of their own business. The court should control the ministerial officers, but "popular election makes this very difficult." On the other hand, the county court should be relieved of its present judicial functions because it is not a "court," but a "county board of supervisors." Exceptional cases in which the clerk, acting extra-legally, performs one or more functions of a county manager, demonstrate the possibility of expanding the office of county clerk into that of county manager.

AUTHOR W. BROMAGE.

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LOCAL POLICE PROTECTION SERVICES AND COSTS. Commission to Investigate County and Municipal Taxation and Expenditures, Trenton, New Jersey. Report No. 7, 1932. x, 80 pp.

This brochure is one of a series of reports covering a survey of the county and municipal governments in New Jersey. This report on police methods is general in treatment as it necessarily must be for a report limited in size. It is regrettable that more of the details of the field work upon which the report is based are not given as this is the data so much needed at present. The report summarizes satisfactorily the modern tendencies of developing more efficiency in police work and thus becomes a fine booklet for those whose knowledge of police matters is fragmentary. It is regrettable also that so many of the recommendations are but categorical statements unsupported by studies, experiences of other cities, or citations of recognized authorities. It is true that police departments have not shown much disposition toward experimenting in their field but it is hardly persuasive for a report such as this to make a recommendation and stop. An instance is the recommendation for but one officer to a car for auto patrol. Many who have studied police work agree that this gives satisfactory results, but police departments almost universally insist upon two men in a car and refuse to change this plan.

For the casual reader interested in police work, or for the tired legislator, this report is an excellent evening's reading.

J. M. LEONARD.

REPORTS AND PAMPHLETS RECEIVED

EDITED BY EDNA TRULL

Municipal Administration Service

Standards Yearbook, 1932.—Bureau of Standards, Washington, D. C. 394 pp. This year's volume on standards treats in detail the work of various national and international standardizing agencies, as well as that being done by states, counties and municipal governments, technical societies and trade associations. Especial emphasis is placed on communication in a symposium of short articles by world leaders in such fields as airway weather service, radio, language, railways, highway safety and other warning signals, and postal services. The value of standardization for increased safety and convenience as well as reduced cost, and the very wide range of subjects which are now being standardized makes the volume of genuine interest as well as value. (Apply to Superintendent of Documents, Government Printing Office, Washington, D. C. Price $1.00.)

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Municipal Golf Courses in the United States.—United States Golf Association, New York, 1932. 35 pp. The Public Links Section of the United States Golf Association has issued its 1932 list of city-owned and operated golf courses. Statistical information given includes the agency of government responsible for the operation of the course, the length, type of green, the number of holes, par, fees charged, cost of operating, equipment such as lockers and clubhouses, the extent of use in 1931 and the name of the professional. These 323 courses in 210 cities are listed by states. In addition some information on matches on public links is given. (Apply to United States Golf Association, 110 East 42nd Street, New York.)

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Basic List of Current Municipal Documents.—Special Libraries Association, New York, 1932. 75 pp. The efforts of the special committee on municipal documents of the civic-social group of the Special Libraries Association have resulted in the publication of a valuable index of the publications issued since 1927 by fifty-nine large cities of the United States and Canada. Budgets, health reports, charters, ordinances and other publications are listed. The interest which has been shown in this undertaking by the Special Libraries Association indicates that the new list will have well deserved appreciation. (Apply to Special Libraries Association, 345 Hudson Street, New York. Price $1.00.)

The Preparation and Administration of a Municipal Capital Budget.—Albert H. Hall. New York State Conference of Mayors and Other Municipal Officials, Bureau of Training and Research, Albany, 1932. 74 pp. Mr. Hall's experience as a member of the Bureau of Research which prepared the Capital Budget Report for Schenectady, and as secretary of the Capital Budget Commission of that city is widely drawn on for this study. The experience in Schenectady, however, is directly applied to similar programs in other New York State municipalities, and presents material of interest to cities generally.

This little volume is a manual of procedure and practice to show how a municipality may establish a budget for capital expenses over a period of years in order to provide new improvements as they are needed and in relation to the ability of the citizens to pay for them. This type of long-term planning is capable of stabilizing tax rates and providing the most necessary and important city building at least expense to the city. The subjects here covered are organizing for the preparation of the capital budget, drafting the capital budget for a ten-year period and the disposition of the capital budget. The use of budgets for current expenditures has shown the value of the procedure. The application of a similar method to capital outlay over a period of years is the logical development. Increased attention now being focussed on long-term planning emphasizes the appropriateness of the publication at this time. (Apply to New York State Conference of Mayors and Other Municipal Officials, Bureau of Training and Research, Albany.)

Long-Term Indebtedness of the State and Its Political Subdivisions, 1929.—Bulletin 49, Wisconsin Tax Commission, Madison, 1931. 12 pp. The municipal statistics department of the Wisconsin Tax Commission has tabulated the public debt in accordance with the purpose for which the bonds were issued, for counties, cities, villages, towns and school districts in that state. (Apply to Wisconsin Tax Commission, Madison.)

* * *

Comparative Statistics, Cities of Ohio, 1930 and **Comparative Statistics, Counties of Ohio, 1930.**—Bureau of Inspection and Supervision of Public Offices, Columbus, Ohio, 1932. 113 pp. and 82 pp. J. T. Tracy, State Auditor and D. O. Heeter, Statistician, have compiled detailed reports as to the receipts, expenditures and debts of the cities and counties of the state, under the Ohio uniform public accounting law. (Apply to State Auditor, Columbus, Ohio.)

* * *

Licensing Peddlers and Transient Merchants.—Ambrose Fuller. League of Minnesota Municipalities. 1932. 11 pp. As attorney of the Minnesota League of Municipalities, Mr. Fuller has had considerable experience with municipal problems of dealing with various types of itinerant merchants, especially since his first proposed ordinance of 1924. He briefly sketches some of those problems and includes a new ordinance based on the experience in Minnesota and elsewhere in recent years. No specific license fees are suggested, but the practice of a number of the municipalities of the state are given as illustrations of the possibilities. (Apply to League of Minnesota Municipalities, Minneapolis. Price 10 cents.)

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The Status of the Municipal Corporation in American Law.—Charles W. Tooke. *Minnesota Law Review,* 1932. 17 pp. This is a reprint from a recent issue of the *Minnesota Law Review* in which Professor Tooke traces the historical development of the legal position now occupied by American municipalities, and describes factors which influenced that development. (Apply to Professor Charles W. Tooke, New York University, Washington Square East, New York.)

Delinquent Tax Problems in New York State Municipalities.—De Witt W. Krueger. New York State Conference of Mayors and Other Municipal Officials, Bureau of Training and Research, Albany, 1931. 68 pp. Under the joint auspices of the publisher and the School of Citizenship and Public Affiairs of Syracuse University, the author conducted an investigation into tax laws, present methods of enforcing tax collections and the causes of tax delinquency. In addition he classified delinquent tax properties, and made a valuable comparison between the extent of delinquency and the method of tax collection. The timeliness of this New York State study makes it particularly of general usefulness. (Apply to New York State Conference of Mayors and Other Municipal Officials, Bureau of Training and Research, Albany.)

* * *

Traffic Regulation in Small Cities.—Dwight McCracken. Municipal Administration Service, 1932. 25 pp. Over one hundred cities have already adopted the "Model Municipal Traffic Ordinance" which is sponsored by the National Conference on Street and Highway Safety. The application of this code, particularly to small cities, is admirably described and illustrated by Mr. McCracken in this monograph. Through ways, speed restrictions, traffic signals, left turns, one-way streets, parking and pedestrians are discussed. The highly desirable uniformity in traffic regulation, the need of a realization that sound traffic control should aim at greatest possible flow at greatest convenience are concepts which ought both be promoted through this publication. (Apply to Municipal Administration Service, 309 East 34th Street, New York. Price 25 cents.)

* * *

A Survey and Report on the Budget Procedure for the County of Hamilton.—Cincinnati Bureau of Governmental Research, Cincinnati, 1932. 74 pp. The Cincinnati Bureau has continued its study of various phases of the Hamilton County government. The present—rather deplorable—procedure is reviewed and recommendations are made to bring the procedure into conformity with the recognized principles of good budgeting without a fundamental change in county organization. (Apply to the Cincinnati Bureau of Governmental Research, 914 Main Street, Cincinnati, Ohio.)

JUDICIAL DECISIONS

REVIEWED BY C. W. TOOKE *Professor of Law, New York University*

Municipal Ownership — Acquisition of Plants and Equipment—Powers and Methods.—So many inquiries have been received of late upon the question of the methods that may be adopted for the acquisition of public utility plants and equipment by municipalities which are confronted by constitutional limitations upon indebtedness that a brief summary of the late cases bearing upon this matter may be advisable. In the August, 1931, issue of the Review, Dr. Durisch described some of the methods used to circumvent restrictions, including the establishment of special utility districts, lease plus option to purchase conditional sales contracts, and the issuance of bonds secured by a mortgage on the property acquired and made payable from the revenues of the property thus acquired.

In the October issue, several recent cases on the subject were reviewed, including one in Iowa,[1] which held that the municipality there involved did not have the power to make purchases of equipment for a public utility plant to be paid for from the net revenues arising from its operation, and one in Missouri,[2] holding void a conditional sales contract made by the city for new equipment to be paid for exclusively from the revenue of the lighting plant, the city having already reached its constitutional limit of indebtedness. In the November issue, mention was made of a late Oregon case,[3] which held that the state constitutional limitations upon indebtedness cannot be circumvented by the device of making a lease with an option to purchase. This decision involved the construction of a court house and city hall, but the decisions affirmed a position taken in an earlier case dealing with the acquisition of a water company. Two other cases were reviewed in the January, 1932, issue, one from California[4] which sustained a contract made by the city for the construction of a water plant and power house to be paid for in annual installments solely from the revenues, and the other from Georgia,[5] which held void an attempted evasion of the constitutional debt limitation by a contract with the local lighting company for electric pumping equipment to be paid for by the city's giving the vendor credit on its franchise tax of "fifty per cent of the savings effected by the operation with electric energy."

The latest case on the subject is that of *City of Campbell, Mo., et al.* v. *Arkansas-Missouri Power Co.*[6] The facts in that case were substantially these: The city, deciding to construct and operate its own plant, secured approval at an election for the issuance of $20,000 worth of bonds, which were duly issued and the proceeds used to construct a power house and install a general distribution system consisting of poles, wires and lights. Subsequently the city contracted with an equipment company for machinery for the plant, the price of some $62,000 to be paid for only out of earnings of the plant, according to the terms of the contract which were similar to those of the contract in the *Hight* case. In holding that the contract was an evasion of the constitutional inhibition, the Circuit Court of Appeals took pains to point out that while it would, of course, follow the

[1] Christensen v. Town of Kimballton, 236 N. W. 406.

[2] Hight v. Harrisville, 41 S. W. (2d) 155.

[3] Brewster v. Deschutes County, 1 Pac. (2d) 667.

[4] Garrett v. Swanton, 3 Pac. (2d) 1025.

[5] Morton v. City of Waycross, 160 S. E. 330.

[6] 55 Fed. (2d) 560 (C.C.A.)

decision of the state court as announced in the *Hight* case, which held that this form of contract created a debt, there was even further reason for holding that contract created a debt; that the revenues which were to pay for the equipment were to be derived not alone from the machinery, for the machinery itself did not constitute the entire plant, but from the entire plant, which included the equipment and power houses already owned by the city.[7]

As was pointed out in these notes in the October, 1931, issue of the REVIEW, Dr. Durisch's article leaves two openings—specific constitutional or statutory exemption of debts for the acquisition of utilities or the creation of overlapping municipal corporations, such as a utility district, which starts free of any debts. The second method, while legally tenable, nevertheless brings up the point, particularly in these times, that the taxpayer is still the least common denominator. The first method has quite generally been followed in connection with the purchase of water works.

The pay-out-of-earnings method, however, has been the one most extensively attempted in recent years. Where authority to purchase utilities is given in a statute which states a method to be employed, the Iowa court, in the *Christensen* case, held this to be the only method, and refused to see any power in a municipality to purchase a utility by any other method. This question was satisfactorily handled at the 1931 session of the Iowa legislature which specifically gave cities of certain classes power to purchase utilities and to pay for them out of future earnings.[8] This provision of an additional method is the right way of settling questions of power, and is distinctly more in line with the accepted canons of municipal corporation law than were the doctrines laid down in three cases[9] which upheld payment-out-of-earnings contracts in the face of constitutional or statutory provisions which granted power to purchase utilities and which announced a different method (than the payment-out-of-earnings plan) for exercising that power.

[7] Similarly, a municipality could not issue public utility bonds, the proceeds to be used to make certain improvements, the bonds payable solely from the earnings, where the result would be to mortgage the city's existing water works (State v. Portage, 174 Wis. 588, 184 N. W. 376). To the same effect, see Joliet v. Alexander, 194 Ill. 457, 62 N. E. 861.

[8] L. 1931, ch. 158.

[9] Barnes v. Lehi City (Utah, 1929) 279 Pac. 878; Carr v. Fenstermacher (Neb. 1930) 228 N. W. 114, Land v. City of Cavalier (N. D. 1930) 228 N. W. 819.

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Eminent Domain—FEDERAL GOVERNMENT MAY CONDEMN MUNICIPAL PROPERTY.—The sovereign power of eminent domain, the power of the state to take property necessary for public use, is inherent in both the federal and state governments. Its exercise by the former is limited by the Fifth Amendment and by the latter by the Fourteenth Amendment, as well as by like provisions in the state constitutions, requiring due process and compensation. The power under proper limitations may be delegated to local governmental agencies and even to public utility corporations. The scope of the power extends to any property which the legislature or the subordinate officers determine is necessary, provided it is required for public use. If property is already devoted to a public use, its appropriation to another related purpose must be plainly if not expressly authorized by the legislature, a practical rule of construction to avoid a conflicting exercise of the power by the inferior agencies.

A more difficult question arises as to the power of the federal government to condemn property belonging to the states or to their governmental subdivisions. The Federal District Court of the Southern District of California recently had this question before it in *United States* v. *Jotham Bixby Co.*, 55 Fed. (2d) 317. This was an action to condemn a part of a public plaza in San Pedro, now a part of Los Angeles, for a post office site. The proceeding was instituted by the postmaster general, to whom an act of congress has delegated the general authority to take by condemnation the land he deems necessary for post office purposes, provided such site cannot be obtained by purchase. The rule is well settled that the United States has the power to condemn such lands as it needs for governmental use without obtaining the consent of the state where they are situated.[1] But the defendants who opposed the proceeding contended that the general power granted to the postmaster general does not authorize the con-

[1] Kohn v. United States, 91 U. S. 367; Chappell v. United States, 160 U. S. 499; United States v. Gettysburg Electric R. Co., 160 U. S. 576.

demnation of lands already devoted to a public use, but that in such a case an express grant of power to take the specific lands is required.

In denying the validity of this contention, the court calls attention to the fact that an appropriation had been made by congress for the purchase of a site and the erection of a post office in San Pedro, and that the analogy between the construction of a general grant of the power of eminent domain to a subordinate governmental agency by a state and that by the federal government to one of its departments is inconclusive. In the instant case it is the federal government itself which is acting and not a municipal corporation with delegated powers of local self-government. The conclusion of the court is based on a sound construction of the statute, but one may well doubt whether situations might not arise which would require a limitation of its application, because of the conflicting interests of the state. It may also be noted that neither the state nor the city opposed the appropriation, but parties defendant who had only a remote interest in the land itself. This important question cannot be settled, until a case shall arise wherein the state itself contests a federal appropriation of lands actually used by the state and necessary to the discharge of its governmental functions. In such a case, the federal courts may well require that the power of a governmental department to make the specific appropriation must be shown by a statute which more clearly indicates that such was the intention of Congress.

* * *

Engineers' and Architects' Services—Recovery for Services Rendered without a Valid Contract.—The difficult question as to how far the courts can go to give a recovery for the value of services rendered to a municipal corporation, when the contract has not been entered into with the formalities prescribed by statute was before the Supreme Court of New Jersey in *Sleight* v. *Board of Education of the City of Paterson,* 10 N. J. Mis. R. 523, 159 Atl. 707. The plaintiff was hired as an architect to draw plans for a school building, but was refused payment upon the ground that at the time the agreement was made no appropriation to meet payment had been made, nor were there any funds available for that purpose. The New Jersey statutes governing boards of education expressly provide that: "No claim or demand shall be audited or paid unless it shall be authorized by law and the rules of the board of education and be fully itemized, nor unless the amount required to pay the same shall have been theretofore appropriated by the said board." This provision is supplementary to the general statute forbidding any municipality from entering into any contract unless the funds therefor are included in the annual budget and an appropriation therefor made.

In the case at bar it appeared by stipulation of the parties that the board had not made any appropriation for this purpose, nor did it have any funds available for this purpose. Under this state of facts the court held that no valid contract had been entered into and that no recovery upon a contract implied in law could be allowed. The basis for this latter rule, which is quite generally followed, is that to permit such a recovery would defeat the purpose of the mandatory limitations upon the power to contract which are imposed to protect the public treasury. Had there been funds appropriated either specifically for the purpose of this contract or available for contingent purposes, the court might well have sustained the complaint.

It is plain that a failure to comply with such statutory limitations will always prevent the formation of a valid contract, and that the performance of the agreement may be enjoined at the suit of a taxpayer, or that the city may refuse to accept any benefits thereunder. But when in good faith services have been solicited by the city authorities, who have the authority to make a contract therefor, and the city accepts and makes use of such services which are necessary to the carrying out of duly authorized public improvements, there would seem to be no good reason why the courts should not give relief upon the principles of quasi-contractual liability. The courts of many of our states are coming to apply this more liberal principle of municipal liability for benefits received under such circumstances.[1]

[1] Olsen v. Independent & Consolidated School District, 175 Minn. 201, 220 N. W. 606; Sluder v. San Antonio, (Tex. Civ. App.) 2 S. W. (2d) 841; People v. Spring Lake etc. Drainage District, 253 Ill. 479, 97 N. E. 1042; Silliman & Godfrey Co. v. Westport, 111 Conn. 510, 153 Atl. 502.

Negligent Operation of Vehicles.—Torts —Statutory Liability for Injury by Municipally Owned Vehicles on Public Highways.—The statutory extension of a city's liability in tort for the negligent operation of a municipally owned vehicle recently came under consideration in the New York Supreme Court, Appellate Division, Second Department, in *Miller* v. *City of New York* (decided April 29, 1932). It will be recalled that in 1929 the New York legislature enacted a statute making every city, town and village liable for a tort incurred in the operation of its vehicles.[1] Plaintiff, suing for the death of his wife who had been killed by a fire chief's automobile en route to a fire, invoked this section of the highway law in seeking a recovery against the city.

Counsel for the city contended that the act was unconstitutional as being a special or local act, that it discriminated between municipalities which provide police and fire protection by reason of a statutory duty imposed upon them, and those which provide such protection of their own volition. Justice Tompkins, writing for the unanimous court, held these claims untenable, that the statute applied alike to all municipalities in the state, and further, that nearly all public vehicles in the state are operated by departments whose duties are defined by legislative enactment. He quoted with approval Judge Cardozo's statement in regard to the distinction between general and local laws:

> We are no longer confined to the inquiry whether an act is general or local *in its terms*. We must go farther and inquire whether it is general or local *in its effect*. (Matter of Mayor, etc., of New York [Elm Street], 246 N. Y. 72).

The court coming to the conclusion that the law was general in its terms and effect, affirmed the judgment for the plaintiff.

It might be noted that liability in New York in this respect is limited only to cities, towns and villages. With the expansion of the governmental duties of the county and of the various special districts, such as the Westchester County Park Commisson, the question arises whether these agencies should not also be specifically brought under the statute.

[1] L. 1929, ch. 466, adding §282-g to the Highway Law. This statute is set out in full in the June, 1930, issue of the Review at page 432. See a similar statute, Pennsylvania, P. L. 1929, p. 905, §619, limited however to motor vehicles.

Summary Powers of Police and Fire Officers.—Police Power—Arbitrary Closing of Private Business by Officers of the Police or Fire Departments—The distinction between the emergency powers of fire and police officers and their ordinary jurisdiction by way of preventive measures is emphasized by Judge Otis of the Federal District Court of Western Missouri, in his opinion in *Tebbetts* v. *McElroy, City Manager,* 56 Fed. (2d) 621. In granting an injunction against the summary action of the city authorities in closing a hall where a "walkathon" contest was being conducted, the court called attention to the frequency with which fire and police officers invade private property rights without any warrant of law. In the instant case there was no evidence of any especial fire hazard, but the city claimed that the director of the fire department had the power to close any building where the public assemble if in his judgment danger from fire exists.

The court points out that no such extraordinary power can be implied from any delegation of the general police power. Nor was there in the charter any specific power that would warrant so arbitrary an interference with private rights. The charter expressly gives to the fire chief at the time of a fire the same authority as the chief of police, to be exercised under such regulations as may be prescribed by ordinance. He is also given power to order the destruction of any building when necessary to check the progress of a fire and to order the evacuation of buildings at such a time. But these are emergency powers, and no blanket power to invade private property and arbitrarily order the discontinuance of its use can be sustained. An attempted delegation of such an unlimited power to an administrative officer would contravene the Fourteenth Amendment (*Hays* v. *Poplar Bluff,* 263 Mo. 516, 173 S. W. 676).

* * *

Taxation of Public Property by Municipalities—Express Statutory Authority Required—In *Middlesex County* v. *City of Waltham,* 180 N. E. 318, the Supreme Judicial Court of Massachusetts affirmed a judgment in an action by the county to recover back certain taxes that the city had levied upon lands which the county had

purchased as a site for a tuberculosis hospital. Although the lands were never used for the purpose contemplated and were afterward sold, being rented in the meantime for incidental revenue, the court holds that they were charged with a public use from the time they were purchased and were exempt from taxation by the city as they had been acquired to carry out a county purpose duly authorized by statute.

The powers of local taxation like other municipal powers is one that must be expressly granted to municipal corporations by the legislative power of the state, whether delegated in the state constitution, or by statute, or by home rule charter. This delegated power is subject to the implied limitation that only private property is the subject of taxation, and therefore express statutory authority must be shown to warrant the taxation of the property of other subordinate governmental agencies. In the instant case no such power in the city could be shown and therefore the monies paid as taxes by the county were illegally collected. It may be noted in passing that the rule that monies paid as taxes by private persons without protest and under a law that is later declared to be invalid cannot be recovered back has no application to monies paid out by one municipal corporation to another under mistaken view of their legal rights.

* * *

Redistricting City Wards.—Exercise of Discretion by the Local Legislative Body Will not be Disturbed by the Courts.—The city council of the city of Chicago in July, 1931, passed an ordinance redistricting the city into fifty wards as required by the state law. In *Miller* v. *City of Chicago,* 180 N. E. 627, decided by the Illinois Supreme Court on April 8, 1932, an action was brought to enjoin the city authorities from carrying the ordinance into effect upon the ground that its enforcement would involve the illegal expenditure of public monies. The contention of the plaintiff was that the redistricting as provided by the ordinance was contrary to the statute which provides:

> The city of Chicago shall be divided into fifty wards. In the formation of wards the population of each shall be as nearly equal as practicable and each shall be composed of contiguous and compact territory.

The plaintiffs claimed that the wards created by the ordinance were so unequal in population that they were unlawful and void, and that an intensive study had been made by a civic organization and a university, and a plan evolved which conformed to all the requisites of the state act. In affirming a judgment below sustaining a demurrer to this bill the court says that the legislative power to redistrict is conferred not upon civic organizations or universities, but is entrusted solely to the judgment and discretion of the city council. Upon examination of the population of each of the fifty wards according to the 1930 census, the court found that the smallest ward was within 18 per cent and the largest within 27 per cent of the average population of each ward, and concluded that this conformed to the statutory provision that the wards be as nearly equal as practicable. The court further says that in dividing a city into wards other considerations besides population must be borne in mind, such as natural or artificial boundaries, the location of industrial plants, the transportation facilities and the general plan of the streets and highways. The broad power which the statute conferred upon the common council of the city will not be restrained by the courts, unless it clearly appears that the exercise of the power has been so arbitrary and capricious as to amount to an abuse of governmental discretion. (*City of Chicago* v. *Thielans,* 334 Ill. 231, 165 N. E. 615; *City of Carbondale* v. *Reith,* 316 Ill. 538, 147 N. E. 422.)

PUBLIC UTILITIES

EDITED BY JOHN BAUER — *Director, American Public Utilities Bureau*

Whittling Away Regulation.—That state regulation of public utilities has proved to be far from satisfactory from the public standpoint, is the concensus of intelligent opinion. This was strikingly established at the recent Regulation Conference in New York.[1] The faults are manifold, but center in matters of system, personnel, and particularly in unwillingness of the companies to be regulated effectively in the public interest.

Whether regulation can be made a reasonably workable instrument of public policy is seriously controverted by able critics. This view has been gaining converts rapidly, and, except for the enormous counter difficulties that are involved in the general establishment of public ownership and operation, the necessary efforts required to reconstruct regulation and to put it on a workable basis would seem futile. The choice, however, is between relative obstacles and results, and not the simple substitution of a perfect system for an unsatisfactory one. Under these limiting circumstances, probably the more balanced course will include both the revision of regulation to make it more effective, and the promotion of public ownership and operation.

There has been, unfortunately, an incessant whittling away of regulation. It was established twenty-five years ago as a club in the hands of the state for the protection of the consumers and the public in general. But with the passing years through court decisions, through far-reaching economic changes, and through the efforts of the companies, the club has been gradually cut away until it contains little force for public protection.

[1] See the May number of the REVIEW.

MUNICIPALITIES IN RATE CASES

The whittling process continues. Its most recent manifestation appeared in a decision by the Supreme Court of Georgia in the case of *Stuart* v. *the City of Atlanta,* decided March 5, 1932. It cut off, or materially sliced away, the right of the city to appear as a party before the public service commission in protecting its rights, and those of the public at large against unreasonable rates.

What has served probably more than any other factor in protecting the public measurably under the unsatisfactory system of regulation, has been the direct effort of municipalities to oppose increases in rates or to bring about reductions and otherwise to protect the public against unreasonable practices. In any important rate or service case before the commission, proper presentation of the public side has almost invariably depended upon the municipality which was either directly concerned as a consumer or which appeared in the interest of its citizens at large. The commission seldom has had sufficient funds to make an adequate investigation on behalf of the public. Moreover, in its judicial capacity, it cannot as a practical matter exercise strenuously its representative role for the active protection of the public. It has become largely a court which takes evidence and decides upon the record as presented by the interested parties. It has thus left the public largely unrepresented, except by the municipalities and the consumers themselves. In most instances, therefore, the company's side is fully and expertly prepared, while the public side has gone largely by default except as represented by the municipality. The responsibility to the public

has mainly devolved upon the municipal authorities. And this has been quite a natural development.

Notwithstanding the widespread participation by municipalities in rate cases before both commissions and courts, their legal right to such representation has been under a cloud, at least in some of the states. In New York, for example, some years ago it was decided in the famous Morrell case that the city of New York was not an interested party. While that case involved special circumstances, the contention has been made repeatedly since that a municipality is not a proper party in a rate case, especially if it is not itself a consumer, and therefore, does not have the right to spend public funds in rate cases, either before the commission or the courts, unless it happens to be also a consumer of the utility. Its general right to represent the consumers at large in the public interest, has been challenged but the question at issue has never been definitely settled. There has been no direct law either authorizing or denying the particular power.

During the past year the New York Central commutation rate case furnished a striking instance of differences in legal view. The New York Central Railroad Company filed a new commutation rate schedule to become effective January 1, 1931, increasing rates 40 per cent to all classes of commuters to New York City. This meant practically an additional tax of about $1,500,000 for commuters in Westchester County. Naturally, there was sharp opposition, and the schedule was suspended by the two state commissions which had jurisdiction over the rates, pending an investigation and the determination whether the increases were justified.

To oppose the higher rates, the commuters first attempted to have the county appear and bear the expenses for experts and counsel. Although practically everybody in the county was directly or indirectly affected, the county attorney ruled that the county board of supervisors could not appropriate money for the case. Next the proposal was for the several cities and villages in the county to contribute to a joint fund for proper handling of the case. Some of the city or village attorneys held the same view, that municipal funds could not be spent for such purpose. There were, however, at least two attorneys who saw the municipal interest from the broad public standpoint, and held that city moneys could be appropriated to oppose the rate increase. Thus, two cities in Westchester County, Mount Vernon and New Rochelle, have borne the burden for the rest of the county. In addition, the city of New York, consistent with its long established policy, has represented energetically through Corporation Counsel Arthur J. W. Hilly, the interest of the commuters residing within the city limits.

There have been, of course, sincere differences of opinion as to municipal powers with regard to utility cases. As a practical matter, however, those municipal officials who have been zealous to protect the consumers, have made provisions, even if sparingly, for appearance before the commission and courts. But those officials who were less zealous, especially if they were influenced by friends among the companies, have been able to alibi themselves on the claim that they do not have the right to appropriate money for the general protection of the public in rate cases. No one in New York, however, has ever come forward with a taxpayer's suit to challenge the legality of any actual appropriation made by a city for such a purpose. This has been the situation in probably most of the states.

THE GEORGIA CASE

Now comes the case of Georgia and apparently an explicit decision against the municipal right has been established. In May, 1931, the Atlanta Gas Light Company proposed an increase in rates for the use of gas in the city of Atlanta. To oppose this increase, a resolution was passed by the city council, appropriating the sum of $1,500 for membership in the Municipal Utilities Rate Association of Georgia for the purpose of appearing before the public service commission to contest the increase in rates. A taxpayer's suit was brought in the state court for an injunction to prevent the city from paying the amount on the ground that it had no authority to devote municipal funds to such purpose, and that the municipal action in question was ultra vires. Although the injunction was not granted by the lower court, the judgment was reversed by the supreme court, with two judges dissenting.

The decision was based upon an earlier

case (*Barrett* v. *Atlanta,* 145 Ga. 678), which concerned the authority of the city to spend public funds as a reward for the apprehension of an offender who had committed a crime against an inhabitant of the city. The Barrett case did not involve any pecuniary interest of the municipality itself or of its citizens considered collectively.

The court simply held that there is no provision in the charter of the city of Atlanta or any law authorizing such expenditure as proposed by the city council. It presented no analysed opinion, and did not discuss the results and implications of the decision. There was, however, an incisive dissenting opinion by Presiding Judge Beck, concurred in by Judge Atkinson. In this opinion, the facts and issues were clearly considered. After quoting from the Gronninger's "Public Utility Rate Making" (pp. 30-35), which sets forth the rights and duties of a municipality to appear before the commissions and courts, not only as a consumer but in the interest of the public at large, Judge Beck presents the situation most clearly as follows:

> Of course, I recognize as true, as contended by counsel for the plaintiff, that 'a municipal corporation has no authority to contract or incur any liability that is not authorized by its charter or some general law of the State, and that a contract beyond the scope of its powers is ultra vires and void.' *Barrett* v. *Atlanta,* 145 Ga. 678. While no part of the charter of the city of Atlanta is pointed out which gives in express words the power to employ an expert, or to aid in employing an expert for the purposes indicated in this suit, nevertheless, I think that power arises by necessary implication. Under the charter, the mayor and general council have authority to pass by-laws and ordinances respecting public buildings, grounds, public houses, etc., etc., and also to pass resolutions and ordinances 'that may seem to them proper for the security of the peace, health, order and good government of the city.' It is true that the section from which this quotation is taken relates to the police power of the city; but this should be considered in connection with the express power given to the city to elect a city attorney. And it is to be assumed that, with the population which Atlanta has, assistance will be necessary to make efficient its legal department. The city attorney, or some of his assistants, must appear in court to represent the city in cases in which it is interested. This city attorney cannot be expected, in a city of over a quarter of a million population, to investigate all the facts which it may be necessary for him to rely upon, in the prosecution of a suit by the city, or in defense of the city where it is the defendant in the case; and it will be necessary for him, upon many matters, to have the assistance of an expert accountant or an expert investigator of facts, so that these facts may be collected, arranged and reduced to compass, that will enable the city attorney to handle them, study them, and submit them to a court. And I think it is within the power and authority of the city to employ assistants for the city attorney, and in this may be included experts to investigate rates of gas-light companies and other public utilities.

It would be interesting to get the reasoning of the majority of the court. The decision is merely that there is no charter provision or any law that authorizes the city to make the proposed expenditures. The scope of the decision is uncertain. It may be limited to signify merely that the city could not appropriate funds to an association which, in turn, would oppose the increase in rates before the commission and which would use the funds also jointly for the benefit of other municipalities. It may, however, assume the much broader scope, as it evidently was interpreted in the dissenting opinion, to prevent the city generally from appropriating money for the use of experts or otherwise in utility cases before the commission or courts, either on its own behalf as a consumer, or in the interest of its citizens taken collectively.

THE SCOPE OF THE DECISION

If this broad scope prevails, then any city may find itself in a dilemma, not only in utility matters but in a wide range of other interests as to which it does not have specific rights granted under the charter or the law to make appropriations for adequate representation of its interests. It must be understood that the city of Atlanta itself was a consumer of gas. Does the decision mean that notwithstanding its own consumption, the city is to be regarded as not being an interested party before the commission when the company proposes an increase in rates? If so, then the manifest rights that have been almost universally accepted, have been abrogated, not only in utility cases but where other direct financial interests of the city are involved. It is astounding to realize that the city has no legally recognized interest in the reasonableness of its own utility bills.

But, if the decision does not go so far as to hold that the city is not an interested

party notwithstanding its consumption of gas, then it seems to be forced to another dilemma. If it is an interested party, then, under our legal system, it may be represented by counsel, who, in turn, is entitled to such assistance as may be necessary to carry out an effective representation. Such, at least, has been the generally recognized situation. If now, however, the city cannot provide funds for necessary assistance to present its case properly, then its right of appearance, as an interested party, is really nullified. And if necessary technical assistance cannot be supplied, then, unless logic be ignored, no case involving the city's financial interest can be technically prepared for efficient presentation unless specific charter or statutory provisions have been made for that purpose. And, of course, there are few such special provisions, so that the city may be a legal party in various cases, but it is nevertheless deprived of the power to protect its interest in an effective manner. The saving grace may be the ignoring of logic and consistency in procedure.

But even if the city is not a consumer itself, it has, nevertheless, a real interest because its citizens are consumers. The utility is viewed as public in character, because it is essential to community life. Proper rates and service are essential from the public standpoint. Their determination constitutes a public interest which rationally devolves upon the municipality whether it is a consumer on its own account or not. Its being a consumer gives a more direct legal entrance into a case, but its actual and substantial interest involves collectively its citizens who are dependent upon the utility but who, as individuals, would be unable to represent their interests in rate cases. This interest has not been directly imposed upon the municipality, but its reality can be recognized under the broad powers of dealing with public purposes and requirements.

In a utility case, as Judge Beck clearly sets forth, the assistance to the city attorney depends much more on engineers, accountants and other experts, than upon lawyers. If the city is a proper party because of its consumption of gas or because of its collective responsibility to consumers at large, it should be deemed to have the implied power, although not directly expressed in charter or law, to make all reasonable provisions to carry out its own or the public interest in an effective manner. It is, of course, impossible to designate by charter or statute all activities that may be involved in the great variety of possible litigation. The city must have broad enough powers to protect its own financial interests and those of its citizens in a collective capacity and must be able to provide sufficient funds for that purpose. To limit the expenditure of funds to specific purposes authorized by charter or statute, is to cripple a municipality in protecting itself or its people in a reasonable manner.

It is difficult to believe that the court meant the decision to be as broad as it appears and as it clearly has been taken to be by the dissenting judges. It may readily be limited to the particular matter that was involved, to wit: the payment of a membership fee to the Municipal Utilities Rate Association of Georgia. This association consisted of a municipal membership and was organized to effect a combination of municipalities for the better handling of utility matters on behalf of the members before the commission and courts. It is quite conceivable that a city might be prevented under the charter and statutes to contribute to such a joint association, but have the power on its own part to appear before the commission and courts and to appropriate funds for experts and other purposes reasonably connected with rate cases. While such a limitation would prevent municipal coöperation for systematic efforts to bring about reasonable rates, it would not deprive a municipality of the right on its own direct account to take such actions as appear necessary in the public interest.

AS TO OTHER STATES

Efforts will undoubtedly be made by the utilities to extend the scope of the decision so far as possible, and to present it as a precedent for the courts in other states. Conversely, efforts will, of course, be made to limit its significance so far as practicable, and to obtain a reversal. That it impairs the reasonable rights of a city and further reduces the effectiveness of regulation, there can be no doubt. The best course is to obtain direct modification of the law to authorize cities to participate in all utility matters.

MUNICIPAL ACTIVITIES ABROAD

EDITED BY ROWLAND A. EGGER *Virginia Bureau of Public Administration*

Inter-Governmental Unions in Hesse.— Dr. jur. Friedrich Rindfuss, writing in the April issue of the *Zeitschrift für Selbstverwaltung*, discusses the recent *Zweckverbandsgesetz* of the German state of Hesse. This law is in many ways a radical departure from previous statutes regarding inter-governmental unions, being even more liberal than the Belgian act of 1922 authorizing inter-communal associations.

In the first place it is completely elastic as regards the type of governmental unit capable of entering into an agreement. Provinces, circles, independent marks, and municipalities all may freely covenant with each other for the regionalization of virtually any function.

In the second place the statute permits, with the approval of the ministry of the interior, the formation of unions involving local units outside of Hesse, provided the requirements of the other states in which such units are located are complied with, and the various provisions of the *Reich* government covering juristic corporations and legal persons are satisfied.

In the third place, the statute departs from previous acts in that it definitely provides for mandatory unions (*Zwangsbildung*) if it can be demonstrated to the next superior authority that the public interest would thereby be served. Thus, for example, the mandatory union of two or more communes in the same *Kreis*, or circle, would require the approval of the circle authorities; the mandatory union of two *Kreise* or more, or the union of *Kreise* with communes in other *Kreise* would be reviewed by provincial officers, etc.

In the fourth place the functions which the covenanting local units may assign to the *Zweckverband* comprise all those with which they are themselves endowed at law, and are determined in the formal agreement which constitutes the organic law of the union.

The statute provides that the organic agreement shall cover the following points:

1. The designation of the municipalities, the independent marks, the circles, and the provinces which compose the union.
2. The enumeration of the functions which are assigned to the newly created local authority.
3. The indication of the period for which the *Zweckverband* is to function, the designation of the seat of its administration, and the outline of its administrative structure.
4. The number of representatives which each local unit participating in the union shall elect to the governing body of the *Zweckverband*, and the number of votes allocated to each representative.
5. The setting up of standards and ratios which shall be the basis of the contribution of the participating governments to the budget of the union.
6. Provision for the reception of additional member localities and the release of members.
7. Regulations governing the creation of arbitral bodies to decide all disputes between members of the union and betwen the union itself and member localities regarding functions of the union and the taking over of property and obligations of member localities.
8. Provision for the liquidation of powers, authority, and property of the union by its dissolution.

It is readily to be observed that this statute confers upon the localities, and particularly upon administrative authorities enormous latitude in inter-municipal coöperation, and indeed, in view of existing administrative structure and state-local relations, makes the entire question of governmental devolution largely a matter of administrative discretion. While all agreements require the approval of the ministry of the interior, the primary purpose of this review is to ascertain the conformity with the statute itself, and it is not contemplated that the ministry appropriately may inquire into the certifications of fact upon the part of the local authorities except where provinces are included among the contracting parties. It is impossible to estimate the probable effects of this law, but it is at least superficially evident that its extreme latitude will tend to remove all arguments for municipal consolidation accomplished by outright annexation. It is equally obvious that the statute is vastly superior to either the Prussian law of 1911 as amended, or the Belgian law of 1922, inasmuch as it permits the bringing into conformity of administrative areas and present-day conditions, hampered only by the fact that it must operate upon the basis of combinations of present areas, and cannot divide existing units.

Not the least significant conclusion which follows from the passage of this statute is that German local government authorities are coming more and more to favor a method of territorial readjustment which lies somewhere between the purely *ad hoc* union, voluntarily formed and highly circumscribed functionally, and outright annexation. The present statute overcomes the two most prevalent arguments against inter-governmental unions first, the lack of power among local majorities to force the inclusion of recalcitrant units; and second, the necessity for multitudinous special unions which the narrow functional basis of many statutes governing inter-municipal agreements has necessitated.

* * *

The French Congress of Mayors.—The recently adjourned annual session of the Congress of Mayors of the Republic of France passed the following resolutions:[1]

[1] Summarized from the Revue Municipale for February, 1932.

Rationalization of traffic circulation in the periphery of metropolitan areas. Traffic on the national highways, usually operating at a much higher speed than urban traffic, has become a grave danger as national routes approach metropolitan regions. The Congress of Mayors petitions the national authorities to adopt adequate and effective means of designating the approach to congested centers by means of signal lights and other safety devices.

Increased subsidy for national highways which include city streets in their routes. The Congress believes that the entire maintenance and repair charges for such streets should be assumed by the central government, but that the actual administration of such streets should be retained by the municipalities.

Compulsory automobile accident insurance. The Congress was in unanimous agreement that the central government should prohibit the operation of automobiles without insurance on the part of the proprietor of each vehicle to an amount of not less than 25,000 francs for each vehicle, covering accidents to others of whatever nature.

Municipal subscription to the bonds of the National Treasury and the Défense Nationale. The Congress requested the central authorities to make legal the investment of communal funds in the securities above designated.

Vital statistics. The Congress renewed its request to the registrars of vital statistics to record facts of mortality as an integral part of the record of birth required to be filed with said registrars; and petitioned the national authorities to give mandatory statutory sanction to this request. This petition emanated from a desire to facilitate the checking of electoral lists and tax rolls.

Postal franchises. The Congress petitioned for the return of the authority to grant and regulate postal franchises, which has been transferred to justices of the peace and the governmental attorneys, to the municipal mayors.

Reform of municipal finance. The Congress petitioned the government for immediate action regarding fiscal measures proposed by the previous Congresses and incorporated in the Piétri project, which was summarized in

this deparment for December, 1931, but upon which action has, as yet, not been forthcoming.

Social insurance. The ministries of public welfare and labor were requested to include in the conventions which hospitals are at present being asked to sign, to eliminate municipalities participant in schemes of social insurance from the payment of rates imposed in these conventions for hospitalization of indigents, etc.

Fiscal franchises for housing unions. The Congress petitioned that, instead of subvention of housing societies according to terms prescribed by administrative regulations governing departments and communes, the said organizations be granted the exclusive right to the proceeds of the tax on mortgages—at present a minor source of municipal revenue.

Interest on loans for housing construction. The Congress petitions for an increase, at least in so far as municipal loans are concerned, of the rate of interest for the next two or three years. Under the recent *Loi Loucheur* rates on agricultural and housing loans were appreciably lowered. In lieu of an increase of rates effective immediately, the Congress suggests that a definite date be set for the *Loi Loucheur* to run out, preferably within three years.

Loan fund. The Congress confirmed its action of the previous ten years in again advocating the creation of a *caisse d'avances,* to be "Permanent, endowed with sufficient and certain resources, to be granted corporate character, to have financial autonomy, and to be sufficiently endowed with capacity to issue both long and short-term certificates of indebtedness in behalf of the collective municipalities."

James E. Gates.

Staff, Bureau of Public Administration,
University of Virginia.

* * *

Hospital Supervision in Europe.—Mr. W. H. Harper of the Royal Hospital, Wolverhampton, submitted a report, summarized herein, which appeared in the *Municipal Review* (Westminster) for March, 1932, regarding the supervision and regulation of hospitals in Europe.

Germany. In practice, hospitals are bound by the laws and ordinances of the various states. Official authority must be obtained for the erection or extension of hospitals, and their site, construction, administration and medical direction are all subject to regulations. There are three groups of hospitals: (1) public hospitals maintained by the Reich, state or local authorities; (2) public utility hospitals, maintained by benevolent societies or foundations, for the benefit of the general public; (3) private hospitals run for profit. The administration of public and public utility hospitals is generally entrusted to councils set up by the authority or body to whom the hospitals belong.

Austria. Public hospitals in Austria are governed by the Federal Law of July 15, 1920, and Ministerial Ordinances of June 16 and August 5, 1923. Public hospitals receive any patient in need of treatment, fix uniform tariffs (of which there may be several classes), but do not differentiate in the treatment provided. If a hospital belongs to the public authorities, a control board on which are represented the state government and Parliament, the local authorities and the insurance companies, is set up.

Belgium. Hospitals are public or private. Public hospitals are constructed by the public assistance commissions (elected by the local councils) with their own funds or those provided by gifts or legacies, and with contributions from the districts, the provinces and the state. The site and plans of new public hospitals have to be submitted to the district and provincial councils. The directors of public hospitals are permanent officials. Private hospitals are not subject to any public authority, and there is no collaboration between public and private hospitals.

Scotland. The health department has extensive powers regarding public hospitals, but it has no power over private hospitals, with the exception of maternity hospitals and those which receive state aid.

France. Most of the hospitals are autonomous, but their governing bodies include representatives of the municipalities. There are also certain institutions of a national or provincial character, such as mental hospitals, sanatoria, homes for the aged, etc. These are administered by a director, who is generally nominated by the minister or by the prefect. New hospitals, in order to qualify for financial assistance, may be called upon to submit plans to the central or local authority.

GOVERNMENTAL RESEARCH ASSOCIATION NOTES

EDITED BY DARRELL H. SMITH *Secretary-Treasurer, G. R. A.*

Recent Reports of Research Agencies.—The following reports have been received at the central library of the Association since April 1, 1932:

Cincinnati Bureau of Governmental Research:

Survey of the Organization and Operation of the Tax-Supported Hospitals in the County of Hamilton and City of Cincinnati

Survey and Report on the Budget Procedure for the County of Hamilton

Survey and Report on the Purchasing Procedure of Hamilton County

Detroit Bureau of Governmental Research, Inc.:

Proposed Transfer by Detroit to Wayne County of Maybury and Kiefer Hospitals

Bureau of Governmental Research, Kansas City, Kansas:

Welfare (Poor Relief) Activities of Wyandotte County, Kansas

Bureau of Budget and Efficiency, Los Angeles, Calif.:

Study of a Proposed City and County Government of Los Angeles within the Present City Limits

Bureau of Training and Research, New York State Conference of Mayors and Other Municipal Officials:

The Preparation and Administration of a Municipal Capital Budget

The Ohio Institute:

County Organization and Government in Ohio

Municipal Reference Bureau, League of Virginia Municipalities:

Comparative Tax Rates in Cities and Towns for 1930 and 1931

Baltimore Commission on Governmental Efficiency and Economy.—By keeping an additional twenty-five cents off the tax rate of $2.45, the Commission has saved each taxpayer of Baltimore $10 on each $100 of taxes. This 10 per cent saving has been effected in the following manner:

The city's borrowing program was reduced from $69,000,000 to $29,500,000 and only $7,500,000 was ratified. This saved *twelve cents* from the tax rate and thirty-five cents from the tax rates of following years. A program has been adopted which will preserve the credit of the municipality and forestall any increase in the net funded debt.

Requests were reduced over $3,000,000 to conform more nearly to the city's revenue prospects for 1932. This kept forty-five cents from the tax rate. Had the budget not been cut $1,500,000 below the 1931 budget, fixed charges alone for 1932 would have added four cents on the 1932 tax rate.

Monthly analyses of receipts are submitted to the city to enable the accurate estimation of budget forecasts. Eight cents on the 1932 tax rate was saved through calling attention to current deficiencies in collections in time for steps to be taken to avert an impending deficit.

Modern corporation purchasing and storekeeping practices are being installed to assure the benefits of competitive bidding and quantity buying. One cent was saved from the tax rate by effecting a reduction of the inventory of materials in storage.

The reporting of the financial condition of the city of Baltimore to prospective investors in the city's securities enabled it to sell a recent issue at $123,000 above the price originally bid.

Means of savings in the business manage-

ment of the public school system have been pointed out.

* * *

The Ohio Institute has just issued a report on "County Organization and Government in Ohio," presenting the results of a study of a group of nineteen representative counties. The survey deals mainly with those phases of county administration which throw the most direct light on the problem of organization. It brings out the overlapping and haphazard arrangement of county activities, the short tenure and lack of experience of county officers and employees, and the unsatisfactory financial and purchasing methods commonly employed. Among other things the study discloses that the per capita expenses of these offices where the work is most nearly standardized in character steadily rises as the size of the county falls. Relative to population, costs were found to be from a quarter to a third higher in counties under 20,000 than in the larger counties.

The report recommends a general reorganization of county government, providing a simple functional grouping of activities into departments and the creation of a chief executive with power to appoint and remove administrative officers. The amendment of the state constitution is urged to make possible reorganization and to secure greater flexibility of structure.

The field work involved in the study was handled jointly by the Ohio Institute, the Cincinnati Bureau of Governmental Research, the Dayton Research Association, and the research department of the Ohio Chamber of Commerce, the Institute covering twelve counties and the other agencies the remaining seven. The report was written by Dr. R. C. Atkinson of the Ohio Institute staff.

* * *

California Taxpayers' Association.—Effective organization has been completed to deal with the crucial financial situation which exists in the governments of the city and county of Los Angeles. Twenty-one men and women prominent in the community have come forward to take the leadership, under the auspices of the Los Angeles Chamber of Commerce and California Taxpayers' Association, of a movement destined to bring about a reduction in the expenditures of the city and county governments. This movement has for its purpose not solely tax reduction, but tax reduction with a minimum curtailment of necessary governmental services.

The Chamber of Commerce is giving financial support and will use its organization to place the facts before the people. California Taxpayers' Association will do the technical work vital to a farseeing and well-balanced program of retrenchment.

Among numerous problems which will have to be met are those presented by expenditures mandatory on the local legislative bodies.

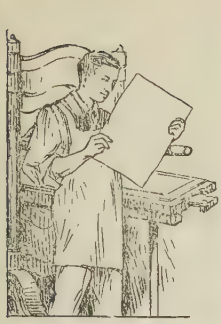
* * *

The Thomas Skelton Harrison Foundation has recently published a report by the Bureau of Municipal Research of Philadelphia on the "Women's Misdemeanants Division of the Municipal Court of Philadelphia." Miss Ruth Topping, of the Bureau of Social Hygiene, Inc., made the study and is the author of the report.

The women's misdemeanants division has been termed the "morals court" of Philadelphia. This title exaggerates its work. Not all sex cases reach the division. The division does have exclusive jurisdiction over disorderly street-walkers of all ages, and is also concerned with girls between 16 and 21 called incorrigibles or runaways, or held as material witnesses, or seeking protection. The report considers the nature of the court's jurisdiction, facilities for detention and identification, and medical and neuro-psychiatric work in the division. Probation work is carefully analyzed; the case is carried through its reception at the complaint desk, preliminary investigation, and supervision. Circumstances often call for informal probation or friendly service, which is also analyzed and evaluated.

In the individual case in the women's misdemeanants division, the court aims to make a socio-legal decision. Socialized procedure and dispositions are emphasized. There is an appendix on the court as a public-health agency consisting of a letter written by Dr. Thomas A. Shallow, the medical director of the court, and an answer by Dr. William F. Snow, the general director of the American Social Hygiene Association.

A limited number of free copies are available for interested persons, upon application to the Bureau of Municipal Research, 311 South Juniper Street, Philadelphia, Pa.



NOTES AND EVENTS

Erratum.—The caption on page 51 of the January supplement on *Extent, Costs and Significance of Public Employment in the United States* by Dr. Mosher and Miss Polah was in error in stating that governmental employees in the United States receive only $2,600,000 annually. The figure should have been $3,898,000, as correctly shown in Table XVI on page 71. Readers who have filed this supplement or who intend to bind the current volume of the REVIEW should note this correction.

* * *

Norwich Bureau of Municipal Affairs.—The first decade of the Bureau of Municipal Affairs of Norwich University, Vermont, was the subject of a laudatory review recently by Mr. Frederick G. Fassett in the Boston *Evening Transcript*. This bureau under the direction of Professor K. R. B. Flint and serving both as a research information organization, has been of recognized usefulness not only to Vermont but to neighboring states.

* * *

American Association of Public Welfare Officials Joins Chicago Group.—Frank Bane resigned early in April as commissioner of public welfare of the state of Virginia and has accepted the position of director of the American Association of Public Welfare Officials, with offices at 850 East 58th Street, Chicago, Illinois.

The Association, organized at the National Conference of Social Work in Boston in 1930, has for the past six months been actively cooperating with the President's Organization on Unemployment Relief in Washington. With its newly established office now in Chicago, the Association will devote itself primarily to its permanent program—that of maintaining information, consultation and survey services for state, municipal and county departments of public welfare throughout the country.

* * *

The International Association of Comptrollers and Accounting Officers opened offices at 850 East 58th Street, Chicago, Illinois, on April 1, 1932. This organization is composed of the finance and accounting officers of various municipalities. The headquarters office will serve as a clearing house on information of value to its members and others interested in the financial affairs of municipalities. One of the foremost aims of the association will be to directly assist the member cities in obtaining information on their own problems.

The Association was organized in 1906 to foster efforts toward uniform municipal accounting and reporting and to coöperate with the bureau of census in the preparation of "Financial Statistics of Cities."

The officers of the Association are:

President: Frank J. Flanagan,
Finance Committee Staff, Chicago, Ill.

Vice Presidents: George D. Begole,
Mayor of Denver, Colo.,
C. E. Armstrong,
City Comptroller, Birmingham, Ala.,
Henry A. Allen,
City Auditor, Worcester, Mass.

Treasurer: R. F. X. Dooley,
City Accountant, New Rochelle, N. Y.

Carl H. Chatters, secretary, is in charge of the Chicago office.

The Twenty-Seventh Annual Meeting will be held in Washington, D. C., at the Raleigh Hotel, June 7, 8, 9, 1932.

Los Angeles Mayor Survives Recall.—Mayor John C. Porter of Los Angeles defeated nine candidates in the recent recall race. The election was held on May 3 in connection with the presidential preference primary, and proved to be the hottest political battle in the city of Los Angeles in years. It was the first time that the voters have balloted on a mayoralty recall since 1909, when Arthur C. Harper was ousted two years after he assumed office.

Almost overshadowing national and state issues, the heavy poll ran well above 50 per cent of the city's registration. The vote on the recall proposition was 196,000 "no" and 143,000 "yes."

An analysis of the election returns reveals that nearly 15,000 who voted against the recall failed to cast a ballot for Porter in the candidate race, and 19,000 who voted for the recall failed to cast a ballot for any candidate to succeed the mayor.

The hardest battles for recall were waged by the supporters of Charles W. Dempster and William C. Bonelli. These candidates received 77,000 and 74,000 votes respectively as against 179,000 for John C. Porter. The mayor's vote easily surpassed the combined poll of the nine candidates who sought his position. He received more votes than when he defeated Bonelli for the office in 1929.

The election was based on charges in the recall petitions—signed by more than 100,000 voters—that the mayor had squandered public funds, had proved incompetent and brought ridicule and insult upon himself and the city by his conduct at home and abroad. The last accusation had reference to his refusal, while visiting Europe last year with a group of mayors, to drink a toast to the government of France.

Mayor Porter says his victory is a demonstration that Los Angeles voters "have emphatically settled for all time the question of misuse of the recall."

FRANCES N. AHL.

* * *

Citizen Criticism of New York City Budget.—

Editor, National Municipal Review,
Sir:

Will you permit a brief exception to Professor McGoldrick's unqualified statement that efforts to influence budget-making in New York City last year were "amateurish and inept"?

Besides the newspaper reports of budget hearings, to which I fear Professor McGoldrick's attention was largely directed, last year's budget season witnessed work like the following:

Talcott Powell for the *World-Telegram* wrote a series of factual descriptions of budget extravagance, including comparisons with budget retrenchment in other cities.

D. Y. Zuckerman of the Republican Political Research Bureau made an effective résumé of the city's wasteful and inefficient handling of the personal property tax, showing that the cost of collection in the law department exceeded the amounts collected.

Facts were presented by the United Realty Owners' Association such as very few cities or states have had given at budget times.

Over weeks of publicity the Institute for Public Service gave out comparative data, facts about departmental waste, proofs of inequitable assessing, etc. At the budget hearings it pointed out specific ways to cut, more numerous and better bolstered than is in most places considered necessary. It submitted constructive proposals respecting operation audits, use of the comptroller's powers, payroll certification calling for full-day and full-week service, a division of analysis and comparison in the tax department to deflate overassessments and eliminate underassessments.

Surely neither Professor McGoldrick nor the NATIONAL MUNICIPAL REVIEW can wish to disparage budget workers because the incidence of political power, newspaper space and taxpayer tactics did not show more immediate fruit from budget service.

WM. H. ALLEN.
Institute for Public Service.

* * *

Voting Machines Opposed as Enemies of P. R.—

Editor, National Municipal Review,
Sir:

I wish to protest against any favorable reference to voting machines in the columns of the NATIONAL MUNICIPAL REVIEW. Their adoption is news and as such is to be reported; at the same time it seems to me that in every case it should be made clear that the adoption is a cause for regret rather than for rejoicing. The only advantage of voting machines is

that they provide a very convenient and expeditious means of separating the votes for Tweedle-dum and the votes for Tweedle-dee, but this is a small compensation for interposing an additional obstacle in the path of electoral reform.

The most encouraging thing in the political field in recent years is the advent of proportional representation based upon the single transferable vote as used in Cincinnati. Unlike the old style ballot which at best permits the voters to choose the lesser of two evils, proportional representation gives all the intelligence there is in the electorate a chance to function and opens up large opportunities for the development of civic leadership.

Voting machines of the kind now on the market cannot be used in P. R. elections. If our cities invest considerable sums in voting machines the argument will undoubtedly be raised whenever a new city charter is being considered that the city cannot afford not to use this investment and that it therefore should dispense with the advantages of P. R. In a close election this argument might tip the scales on the wrong side.

After the Sacramento P. R. election an active member of the National Municipal League summed up the situation thus:

"Better spend a few days if necessary to find out who is elected and be glad than to get the result the next morning and be sorry ever after."

CHARLES H. PORTER.
Massachusetts Institute of Technology.

* * *

Saint Paul's City Bank.—The Saint Paul City Bank, so-called, continues to function and build up a surplus in spite of the trying economic conditions through which the country is passing. Today it owns $9,700,000 of Saint Paul's outstanding bonds. Eight thousand citizens are holders of participating certificates representing deposits of $9,662,000 in the bank.

The bank was established in 1913 to solve the problem of financing city improvements and meeting current expenditures. The sinking fund committee of the city council is the governing board of the bank and sells participating certificates in multiples of $10, and with this income purchases only city of Saint Paul bonds. The certificates of the investors bear 3 per cent interest, while the bonds owned by the city bank usually bear between 4 and 5 per cent interest. The net profit from operations during 1931 was $63,800, while the accumulated surplus totals $213,500. The cost of operating the bank during the past calendar year was $11,530.

The year 1931 was a test of the strength of the bank. To begin with, the people of the city, as were those throughout the country, were going through a period of readjustment. Further, on July 1, 1931, the interest paid on certificates was reduced from 4 to 3 per cent. Then in the fall the grand jury conducted an investigation of the securities in the municipal sinking fund and reported that a substantial amount was unsalable. While the city sinking fund is in no way tied up with the city bank, a certain confusion arose in the public mind and resulted in a number of the investors withdrawing their deposits.

In spite of all these conditions there are outstanding today about $9,700,000 of participating certificates. This is approximately $3,000,000 under the peak deposit in 1930. Because of its security, since the faith and credit of the city are pledged to the payment of the certificates, and because of the small though certain rate of return, the bank continued to attract and hold the small investor.

A new test is now before the bank. People are beginning to dip into their savings. To just what extent this will take place during the present year is not known. At the present time the bank finds that small amounts are being withdrawn. In the aggregate, however, they have not amounted to enough to cause trouble up to the present time. The number of depositors, however, is about a thousand under the peak. To offset the loss in depositors, the rule that no person can deposit over $2,500 in the bank has been revoked and deposits of any amount are accepted.

A description of the history and functioning of the Saint Paul City Bank is contained in the September, 1927, issue of the NATIONAL MUNICIPAL REVIEW. It is suggested that those who desire further information on this subject consult that article.

C. P. HERBERT.
St. Paul Bureau of Municipal Research.

* * *

Pennsylvania Public Service Commission Adopts Conference Method for Lowering Rates.—In January of 1932, Commissioner George W. Woodruff introduced a set of reso-

lutions for adoption by the public service commission of Pennsylvania, reciting in a number of "whereases" the specific illegality of rates or charges by any public service company higher than sufficient to produce a just and reasonable return. The preamble went on to recite that several electric public service companies and municipal electric plants obtained a just and reasonable return in their business from charges even fifty per cent lower than those charged by approximately all the companies in that field.

The resolutions went on to call upon the companies to file new schedules with maximums not to exceed an initial charge of 75 cents per month for the first 15 kwh., 5 cents for the next 25 kwh., 3½ cents for the next 60 kwh., 2½ cents for the balance. It also called for penalties not to exceed 2½ per cent for delays in payment up to thirty days, and not to exceed 5 per cent for longer delays.

The program contemplated examination of the various rate structures and was designed as an initial move in a state-wide program of electric rate reduction.

The plan was seriously discussed by the commission but failed of passage by a vote of 3 to 3, a statutory majority of 4 being required. Those voting for the motion were Commissioner Woodruff, its sponsor, Commissioner Brown and Commissioner Gruenberg; those opposed were Chairman Ainey and Commissioners Shelby and Walker. Commissioner Emerson Collins was ill and not present at any of the sessions devoted to this problem.

The sentiment of the commission seemed to be in favor of some such step in the interest of the consumers, the indicated cleavage being on the manner of expression rather than on the end sought. In April a very much modified resolution was introduced by Judge Woodruff and failed of passage by the same division. Thereupon Commissioner Samuel Walker introduced a motion with a much milder preamble but following Commissioner Woodruff's motion for the appointment of a committee to study the rates charged by Pennsylvania electric companies and confer with them concerning their rates, with the purpose of persuading them to bring their tariffs in line with the statutory requirements, by such reduction as would produce a fair return but only a fair return.

This substitute motion was unanimously approved. Chairman Ainey appointed Commissioners Walker and Woodruff a committee to carry out the resolution. This committee has already started to function, basing its investigation on the sworn statements concerning capital investment, revenues and operating costs filed with the commission by the companies. It is hoped that by the conference method substantial reduction of rates, particularly for domestic consumers, as well as improved and simplified rate structures, may result, through voluntary action of the companies, without complicated procedure, burdensome cost, or inordinate delay.

* * *

Dissolution of Townships in Minnesota.—The township of Spruce Valley, Roseau County, Minnesota, has dissolved its government by action of its electors at the recent annual March town meeting. This action was taken under the authority of Chapter 96, Session Laws of Minnesota, 1931.

This law provides that

> Whenever the electors of any town, at the annual meeting or at a special meeting called for that purpose, shall have voted by ballot to dissolve the town organization hereunder and the town board thereof shall adopt a resolution setting forth such facts and asking for the dissolution of the town, and a copy of such resolution, duly certified by the town clerk, shall be presented to the board of county commissioners of the county in which such town is located, such board of county commissioners may, by resolution, dissolve such town and attach the territory formerly embraced therein to the adjoining town or towns, or provide for the government of such territory as unorganized territory of the county. If such dissolved territory is added to an adjoining town, the proposal therefore shall first have the approval of a five-eighths majority of the voting electors of such town to which the dissolved territory is added. Upon the adoption of such resolution by the county board such town shall be dissolved and no longer entitled to exercise any of the powers or functions of an organized town. Provided that the county auditor shall give ten days' notice by one publication in the paper in which the proceedings of the county board are published of the meeting of the county board at which such petition will be considered.

Notice of such dissolution is sent by the county auditor to the secretary of state for making appropriate entry upon his records. Provision is made for distribution and use of the funds coming into the county treasury belonging to the dissolved town and the

county board is authorized to levy taxes to meet all outstanding indebtedness of the town. Real and personal property belonging to the town which can be used by the county revert to it, and their reasonable value is credited to the town and used to cancel or pay outstanding liabilities in the form of bonds or judgments.

Other laws previous to the 1931 law attempted to provide for the dissolution of townships. The last previous attempt was of special application in Lake and Cook Counties. Chapter 345, Laws of 1929, provided for the dissolution of all townships in any county having an area in excess of 75,000 acres and not having more than 8,500 inhabitants, and not to exceed ten organized townships, by a favorable vote of sixty per cent or more of the electors of the county voting upon the question. The question was to be initiated by a petition of voters equal to ten per cent of the votes at the last general election in the county. Upon dissolution this territory was to be governed as unorganized territory by the county. Lake County voted upon dissolution of its townships in 1930, but failed to receive the required majority.

Chapter 183, Laws of 1925, provides for forfeiture of town organization and dissolution by resolution of the county board for default, failure or omission on the part of any townships in counties having more than eighty-five congressional townships of land and a valuation of between five and twelve million dollars, to exercise any of the powers and functions of an organized civil township or to elect any township officials for more than three years continually. Chapter 40, Laws of 1925, permitted the county to dissolve any township that had failed to elect any town officials for a period of ten years or had failed and omitted for a period of ten years to exercise any of the powers and functions of an organized civil township, by resolution of the county board.

The general statutes relating to powers of the county board give that body power to govern unorganized territory.

AMBROSE FULLER.
Attorney, League of Minnesota Municipalities.

* * *

Saving the City Manager Plan at Saranac Lake.—During February we heard mumblings of dissatisfaction and a whispering campaign regarding the inefficiency and extravagance of the manager plan. A petition was circulated by people whom we knew to have personal grievances because of jobs they had lost, engineers who had been employed by the village under the old plan, contractors who had done cement work on jobs for the village, and a few who had had the water shut off in their homes because of unpaid water rents of long standing.

This petition was to force a vote on whether to continue or discontinue the manager plan. This seemed to the League of Women Voters of vital importance and the executive committee decided on a plan of work. We gave notice of a meeting to which all interested taxpayers were invited to attend and submit any question they would like answered regarding our village management. We also gave notice that we hoped to create either by appointment or volunteer service a taxpayers' fact-finding committee to find the answers as far as possible to all questions asked.

This meeting was well attended and keen interest was shown. League members volunteered their services. The fact-finding committee sprang into being with two Democrats, two Republicans and a secretary, all giving their services. In all seventy-three different questions were submitted. I happened to be chairman of the committee. We went direct to our village office and obtained the facts and figures from permanent records. The mayor gave us access to all public records instructing the village clerk to help us to find all necessary data that would answer our questions.

We asked the board members to meet with us at their office. They answered all questions when they could and also certified as to the correctness of the village books, minutes, etc. The village clerk certified on our report that all figures we had there were correct according to records in his office. Some of the questions, as one could easily see, were asked to embarrass the manager plan, some were ludicrous, but many showed an honest interest and desire to know the truth and how the plan had worked. Comparisons of costs before and after the adoption of the manager plan in many different departments of the village government were asked and the task of answering was arduous. I presume if the committee had realized the amount of work involved they would have hesitated about tackling the job. However, we went through with it and I for

one feel qualified to discuss our village affairs with a fair degree of intelligence. We learned many more facts than our questions covered.

The open meeting to hear the report was held March 10. At least seven hundred taxpayers were present. The report was long and covered many phases of village affairs. The audience showed the keenest interest. The whole meeting went off with dignity and seems to have been most convincing. We couldn't have hoped for better success. Our figures could not be questioned.

The day following our meeting some of our leading citizens, who were much impressed with our report, formed a taxpayers' association. They ran an "ad" in our local paper favoring the manager plan and sent out fliers to all the taxpayers. In working up this political advertising the fact-finding committee were often consulted.

Through these efforts the manager plan was saved for Saranac Lake.

Mrs. Halcyon H. Buck.
Franklin County League of Women Voters.

* * *

Reclassification of the New York State Service.—The resolution adopted in April, 1930, creating the Joint Legislative Committee on Reclassification set out as its primary purpose "to investigate into the civil service of the state with particular reference to salaries, grades and duties of officers and employees and their respective titles."

Faced with the study and review of duties performed by about 28,000 state employees, the task of the committee was considerable. What the survey disclosed bore out the contentions made by advocates of the reclassification study. Titles of positions proved to be misleading, vague and meaningless. For example, among the positions with title of "senior clerk" there were found ditto machine operators, guards, correspondence censors, attendants and even laborers. Among the old positions called "senior account clerk" were found a stenographer-translator, and an assistant engineer. Among positions that bore the title of "assistant stenographer" have been found persons performing duties of a copyholder, messenger, assistant matron, nurse, attendant and guard.

There were persons in the clerical group performing 100 different distinctive functions and requiring different designations of clerkships, all serving under the omnibus title of "clerk" regardless of rate of compensation or responsibility. Under the old title of "assistant" there were found 50 distinctive functional classes.

As to compensation the same chaotic conditions existed. To persons performing the duties of what should be a senior clerk, and where the compensation for such persons should ordinarily range from $1,620 to $2,100, fifty different rates of compensation were found, ranging from $696 up to $4,000. For a position that should pay between $1,260 and $1,500, assistant typist, 52 different rates existed through the state departments, ranging from $744 to $3,000.

The classification survey was conducted by Griffenhagen and Associates. The work has been well done, and we believe, that the $90,000 appropriated will prove a sound investment.

Naturally there has been dissatisfaction on the part of some individuals over the choice of titles and compensation schedules recommended. But in any classification plan no matter how well and carefully administered, it is impossible to satisfy everybody. Department heads and individual employees generally view the problem largely on the basis of their own individual experience and exaggerated importance of their own undertaking, rather than from the viewpoint of coördination of the service as a whole. Patience and diplomacy will in time iron out these minor difficulties. The classification and compensation plan has not been entirely completed. Further study and grouping of the positions in the field service still remains to be done.

It would be a pity if effective use were not made of all the valuable data collected by the Joint Legislative Committee. The disapproval by the governor of the Hewitt reclassification bill, although a keen disappointment to advocates of the merit system, should not lead to utter discouragement. There is good reason to expect that the classification plan may be invoked through administrative action without waiting for further legislation.

H. Eliot Kaplan.
National Civil Service Reform League.

* * *

Public Works Records and Accounting Manual Available to City Officials.—Within the past few days the Committee on Uniform

Street and Sanitation Records and the League of Minnesota Municipalities have distributed a Manual of Public Works Records and Accounting to approximately fifteen hundred public works officials, city managers, comptrollers, and interested governmental organizations. This manual describes a model installation made in the city of Winona, Minnesota, and recommended for use by cities of ten thousand to forty thousand inhabitants in improving their procedure.

This Winona manual differs in several respects from the Brunswick, Georgia, and Kenosha, Wisconsin, demonstration manuals published earlier by the Committee on Uniform Street and Sanitation Records. Section I of the manual explains the essentials of a public works cost accounting system and how cost accounts differ from a city's general accounts. A list of standard work units to be employed in measuring work done and in computing unit costs is included.

Section II of the manual contains definite instructions together with forms for operating the public works cost accounting system. The forms covering labor and payrolls, equipment, materials, and work done are illustrated together with the manner in which these items and overhead are consolidated into unit costs on a work and cost ledger.

The Committee on Uniform Street and Sanitation Records has found that motor equipment presents a difficult problem in every city. As a result Section III of the manual describes and recommends three plans for organizing and financing motor equipment. It sets forth the forms needed for controlling and posting gasoline, oil, repair labor, repair parts, and other equipment expense to an Individual Equipment Record. An accompanying form analyzes the equipment cost for each piece of city equipment. Section III also explains how equipment expenditures are budgeted and the manner in which appropriation and cost accounts should be charged for equipment use.

Through direct inspection of a large number of cities in the country the staff of the Committee on Uniform Street and Sanitation Records finds that the general accounting work is as a rule of very inferior order. As an aid to cities needing improvement in this phase of their administration, Section IV of the manual describes the general accounting requirements for controlling expenditures and income. A schedule is included at the end of the section which shows the main posting entries to be made to all general accounts and cost accounts of the city.

In spite of the great improvement made in budgetary procedure during recent years, the Committee finds that most cities do not aperate a budget worthy of the name and are not able to control effectively their expenditures, to plan their income, nor to schedule their work with any degree of certainty. These are times particularly in which a city will sink in the storm if it cannot control appropriations and know just how it is coming out not only financially but also with respect to work done. The manual therefore sets forth instructions in considerable detail for preparing a public works work program and for operating and executing a city budget.

The Committee, which is financed and staffed by the International City Managers' Association, is prepared to aid cities which need assistance in adjusting the proposals of the Winona manual to conform with local conditions. Inquiries should be addressed to the Committee on Uniform Street and Sanitation Records, 923 East 60th Street, Chicago.

* * *

State Assumption of County Roads in Virginia.—Early in the 1932 session of the Virginia legislature a bill was introduced proposing to relieve county and municipal real property rates to the extent of $5,000,000 by increasing educational grants-in-aid by that amount. It was proposed at the same time to divert for educational subsidization purposes the sum of $5,000,000 from automobile license tax collections, which tax realizes normally about $6,000,000. This tax is statutorily segregated to highway uses. Former Governor Harry Flood Byrd opposed this diversion and summarized his position in the following terms:

> To ask motorists to pay a toll for the use of the roads and then expend that toll for other purposes of government is neither just nor wise. As well divert a tuition fee paid the University of Virginia or the game license paid for the privilege of hunting.

As a result of this statement a former lieutenant-governor, Junius E. West, who earlier had favored the diversion of state road funds to schools called on Mr. Byrd to suggest a definite plan for the relief of local real property rates. The "Byrd plan," so-called, which

is similar in virtually every important respect to the North Carolina bill of last year which centralized all non-municipal roads in the state, is the outcome of this request.

The Byrd plan as embodied in the Harman bill provides in brief that the state take over the financing and the administration of all county roads—approximately 45,000 miles. An optional clause was introduced and agreed to by Mr. Byrd which permits counties to vote not to come under the county road plan; such counties, however, will receive only the normal increase in the gasoline tax, but not the amount previously distributed allegedly for equalization purposes. Another proviso of the act prohibits the state highway commissioner from changing the route of any existing county road without the consent of the state highway commission and the local board of county supervisors for the county or counties in which the alteration is contemplated.

The state has assumed a new obligation of not less than $6,600,000 annually and, in discontinuing the thirty per cent allocation to the counties of the fuel levy aggregating three and one-quarter millions of dollars, must pay approximately three and one-half millions for the privilege of administering the county roads.

One of the highlights of the discussion of the Byrd plan was the address of Governor O. Max Gardner of North Carolina before the Virginia legislature. The substance of His Excellency's remarks was that he would rather see Harry Byrd president than any man in America, and that the state administration of local roads had "relieved" North Carolina county taxpayers of $8,250,000 a year.

Thomas W. Oslin, former speaker of the house of delegates, led the opposition to the Byrd plan in the early days of the session by defending the diversion of road funds to local education. He said, referring to the road funds:

> Because the funds are derived from any particular source does not invest them with sanctity, nor render them inviolate for use in other crying needs of the people. Shall a state policy fixed in boom times, become so static that no emergency, however grave, be permitted to disturb it?

Dr. William H. Stauffer, economist for the state department of taxation, has issued a statement estimating that the Byrd plan will save county ratepayers $3,276,190.51. This is a purely hypothetical calculation made on the basis of 1931 road levies in the individual counties. Dr. Stauffer's calculations indicate a possible saving of from $154,224.10 in Wise County to $645,000 in Powhatan County.

As a problem in public finance centralized road administration stands, due to the revenue source segregation extant in Virginia, on the same basis as subsidization and grants-in-aid. As enacted by the Harman bill, central road administration is subject to the same criticisms which have often been made of state grants-in-aid for local highways in Virginia. Subsidies under the old system of highway grants bore no relation to population, area, existing mileage or assessed valuation back of each mile of road. Likewise the central administration provided for in the Harman act relieves the taxpayers but bears no relation to the need for relief.

It is one of the truisms of public finance, too obvious to require comment, that when a tax source is relieved of a governmental cost, the substantive relief effected is much less in dollars and cents than the cost of the function of which it is relieved. If the Byrd plan be considered exclusively as a measure of tax relief, and if it be noted, as it should be noted, that no power remains in the state to *compel* the savings to the county ratepayers which the plan intends to provide, and if it be further noted that a considerable number of boards of county supervisors have announced that they will stand pat on their total general property levies, then it seems apparent that the Byrd plan will prove somewhat of a boomerang unless it receives more coöperation from the local authorities than is evident at present.

Governor Pollard in waiting until the first day of April to sign the Harman bill displayed a subtlety of humor which has not previously been apparent even to those who know him intimately. At the same time he commented to the effect that the Harman act would serve as a warning to the counties that unless they perform their functions economically and efficiently they might expect to be "relieved" still further by the central administration.

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THE LEAGUE'S BUSINESS

Plans for 1932 Convention.—As previously announced on this page, the thirty-eighth annual meeting of the National Municipal League will be held at the Willard Hotel, Washington, D. C., on September 19, 20 and 21. The annual meetings of the following organizations will be held at the same time and place: American Civic Association, American Institute of Park Executives, American Legislators' Association, National Association of Civic Secretaries, National Council for Protection of Roadside Beauty, and Proportional Representation League. Joint meetings of all the organizations will be held at luncheon on Monday, September 19, at which the subject of discussion will be "Citizens' Support for Planning and Government," and the banquet session at 6.30 P.M., Tuesday, September 20, on the subject of "Parks."

The separate sessions of the National Municipal League will all be devoted to the theme of

PAYING FOR LOCAL GOVERNMENT DURING DEPRESSION

This theme will be developed with sessions in the following order:

The Problem

A. Increasing Demands Upon Government vs. Declining Revenues, Monday, 2:30 P.M.
B. Cutting Costs vs. Elimination of Services, Monday, 6.30 P.M., and Tuesday, 10:00 A.M.
C. The Need for Planning Future Expenditures, Tuesday, 12:30 P.M.

The Solution

A. Through Unloading the Politician, Spoilsman and Racketeer, Tuesday, 2:30 P.M.
B. Through Changes in the Area and Functions of Government, Wednesday, 10:00 A.M.
C. Through Changes in the Structure of Government, Wednesday, 12:30 P.M.
D. Through Improvement in Personnel, Wednesday, 12:30 P.M.
E. Through Changes in the Incidence of Taxation, Wednesday, 2:30 P.M.

The Honorable Murray Seasongood, president of the National Municipal League, will preside at all these sessions. The complete program will be announced later; but already the following nationally-known speakers have agreed to be present: Louis Brownlow, Honorable Seabury C. Mastick, Lawson Purdy, George W. Booth, chief engineer, National Board of Fire Underwriters, C. A. Dykstra, Thomas H. Reed, George McAneny, president, National Civil Service Reform League, Robert Murray Haig, president, National Tax Association, Silas Strawn, and Harold S. Buttenheim. All indications point to a large attendance and a most interesting convention.

A number of additional entertainment features are being arranged by Miss Harlean James, executive secretary of the American Civic Association, who is serving as chairman of the committee on arrangements. The other organizations sponsoring this meeting will convene on Sunday, September 18, and on the afternoon of that day will enjoy a sight-seeeing trip around Washington, followed by supper and meeting in the assembly room of the New Commerce Building, at which moving pictures will be shown of parks and planning in Washington. Two trips are also planned following the convention. On Wednesday evening, September 21, a boat, *The District of Columbia,* will leave on a sight-seeing trip to the National Colonial Monuments and the Williamsburg Restoration in Virginia. The cost of the trip will be $15 to all delegates at the conference.

A special week-end trip to Shenandoah National Park is also planned from Friday, September 23, to Sunday, September 25. Automobile transportation will be furnished by the Washington members of the American Civic Association, American Institute of Park Executives and the Potomac Appalachian Trail Club. Friday and Saturday nights will be spent at Skyland, on the crest of the Blue Ridge Mountains. All members of the National Municipal League are invited to participate in these sight-seeing excursions.

RUSSELL FORBES, *Secretary.*